Y 4.Ed 8/1:T 22/7

TEENAGE PROSTITUTION AND CHILD PORNOGRAPHY

ORIGINAL
COMPLETED

HEARINGS

BEFORE THE

SUBCOMMITTEE ON SELECT EDUCATION

OF THE

COMMITTEE ON EDUCATION AND LABOR

HOUSE OF REPRESENTATIVES

NINETY-SEVENTH CONGRESS

SECOND SESSION

HEARINGS HELD IN PITTSBURGH, PA., APRIL 23;
AND WASHINGTON, D.C., JUNE 24, 1982

Printed for the use of the Committee on Education and Labor

Y4.ED 8/1:T 22/7

U.S. GOVERNMENT PRINTING OFFICE
95-189 O WASHINGTON: 1982

I

COMMITTEE ON EDUCATION AND LABOR

CARL D. PERKINS, Kentucky, *Chairman*

AUGUSTUS F. HAWKINS, California
WILLIAM D. FORD, Michigan
PHILLIP BURTON, California
JOSEPH M. GAYDOS, Pennsylvania
WILLIAM (BILL) CLAY, Missouri
MARIO BIAGGI, New York
IKE ANDREWS, North Carolina
PAUL SIMON, Illinois
GEORGE MILLER, California
AUSTIN J. MURPHY, Pennsylvania
TED WEISS, New York
BALTASAR CORRADA, Puerto Rico
DALE E. KILDEE, Michigan
PETER A. PEYSER, New York
PAT WILLIAMS, Montana
WILLIAM R. RATCHFORD, Connecticut
RAY KOGOVSEK, Colorado
HAROLD WASHINGTON, Illinois
DENNIS E. ECKART, Ohio

JOHN M. ASHBROOK, Ohio
JOHN N. ERLENBORN, Illinois
JAMES M. JEFFORDS, Vermont
WILLIAM F. GOODLING, Pennsylvania
E. THOMAS COLEMAN, Missouri
KEN KRAMER, Colorado
ARLEN ERDAHL, Minnesota
THOMAS E. PETRI, Wisconsin
MILLICENT FENWICK, New Jersey
MARGE ROUKEMA, New Jersey
EUGENE JOHNSTON, North Carolina
LAWRENCE J. DeNARDIS, Connecticut
LARRY E. CRAIG, Idaho
WENDELL BAILEY, Missouri

SUBCOMMITTEE ON SELECT EDUCATION

AUSTIN J. MURPHY, Pennsylvania, *Chairman*

GEORGE MILLER, California
MARIO BIAGGI, New York
PAUL SIMON, Illinois
CARL D. PERKINS, Kentucky
(Ex Officio)

ARLEN ERDAHL, Minnesota
JAMES M. JEFFORDS, Vermont
WENDELL BAILEY, Missouri
(Ex Officio)

CONTENTS

	Page
Hearings held in:	
Pittsburgh, Pa., on April 23, 1982	1
Washington, D.C., on June 24, 1982	67
Statement of—	
Able-Peterson, Trudee, New York, N.Y	92
Barnaba, Frank, Paul & Lisa, Westbrook, Conn	107
Burgess, Ann W., Ph. D., associate director, nursing research, Health and Hospitals, Boston, Mass	95
Daley, Richard M., Cook County State's attorney, accompanied by Irving Miller, Cook County assistant State's attorney	82
Greenberg, Dr. Nahman H., child abuse unit for studies, education and services, Chicago, Ill	85
Kleier, Frank J., investigative agent, office of the attorney general, Frankfort, Ky	36
Kozey, Pamela, director, Center for Victims of Violent Crimes, Pittsburgh, Pa	43
Peterson, Robert, Senior Associate Director, Human Resources Division, General Accounting Office, accompanied by Robert Garbark, senior evaluator, Human Resources Division, and Theodore Zeunges, senior evaluator, Human Resources Division	71
Rabun, John, manager, exploited child unit, Jefferson County Department of Human Services, Louisville, Ky	3
Richardson, Ruth G., executive director, Three Rivers Youth, Pittsburgh, Pa	51
Stein, Dr. Robert, chief medical examiner, Cook County, Ill	80
Tamilia, Patrick R., judge, court of common pleas of Allegheny County, Pittsburgh, Pa	39
Thomas, Joyce, director, Child Protection Center, Children's Hospital, Washington, D.C	104
Weidner, Lois, director, foster care program, Adelphoi Village, Latrobe, Pa	46
Prepared statements, letters, supplemental material, etc.—	
Able-Peterson, Trudee, New York, N.Y., prepared statement of	94
Burgess, Ann W., R.N., D.N.Sc., associate director of nursing research, Health and Hospitals, Boston, Mass., prepared statement of	99
Daley, Richard M., Cook County (Illinois) state's attorney, prepared statement of	84
Peterson, Robert, Senior Associate Director, Human Resources Division, General Accounting Office, prepared statement of	74
Rabun, John B., Jr., ACSW, manager, exploited child unit, Jefferson County Department for Human Services, Louisville, Ky.:	
A model of cooperating service-delivery organizations dealing with childhood prostitution and pornography	31
D.H.S., Jefferson County Department for Human Services, exploited child unit (pamphlet)	32
Prepared statement of	8
Richardson, Ruth G., executive director, Three Rivers Youth, Pittsburgh, Pa., prepared statement of	54
"Sexual Exploitation of Children: The Conspiracy of Silence," from Police magazine, January 1982	61
Tamilia, Patrick R., judge, court of common pleas of Allegheny County, Pittsburgh, Pa., prepared statement of	41
Weidner, Lois, director, foster care program, Adelphoi Village, Latrobe, Pa., prepared statement of	49

TEENAGE PROSTITUTION AND CHILD PORNOGRAPHY

FRIDAY, APRIL 23, 1982

HOUSE OF REPRESENTATIVES,
SUBCOMMITTEE ON SELECT EDUCATION,
COMMITTEE ON EDUCATION AND LABOR,
Pittsburgh, Pa.

The subcommittee met, pursuant to call, at 10 a.m., in Point Park College Auditorium, Wood Street and Boulevard of the Allies, Pittsburgh, Pa., Hon. Austin J. Murphy (chairman of the subcommittee) presiding.

Member present: Representative Murphy.

Staff present: Roseann Tulley, administrative assistant, and Clarence Norman, staff counsel.

Mr. MURPHY. It is 10 o'clock and we will try to start promptly so that we can keep on the schedule this morning.

I am Austin Murphy. I chair the Select Education Subcommittee of the full Committee on Education and Labor and one of the matters within the scope of our review is child abuse.

Three days ago, I announced the release of the General Accounting Office report entitled "Sexual Exploitation of Children: A Problem of Unknown Magnitude."

I requested that this GAO report be commissioned so that Congress can evaluate the protection of children against sexual exploitation, and weigh the Reagan budget priorities in light of these GAO statistics.

The report contains tragic stories of children, 7 to 17 years of age, both male and female, who today have opportunities to end their prostitution enslavement.

Unfortunately, the Reagan administration has RIFed or dismissed the only sexual abuse expert at the National Center on Child Abuse and Neglect, and in fiscal year 1983 has not requested the $12 million in discretionary funds for projects to combat sexual abuse of children.

I am afraid that in the near future those children trapped in a lifestyle of pimps, drugs, Johns, and tricks will not have their Government to turn to for help—for a way out of the filth and decay of this sexual subculture.

In 1977 when we passed a tough Anti-Pornography Act, no one knew for sure how many children were involved in prostitution or pornography.

At that time child pornography and prostitution had become highly organized and national in scope. The use of children in

these enterprises was harmful both to the children and to our society.

Fortunately, the 1977 act has resulted in a slight decrease in the commercial production of child pornography in this country. But, the GAO can still only estimate the numbers of juvenile prostitutes and those youngsters engaged in posing for pornographic pictures from responses to its questionnaire.

We have statistics from 44 States and many city governments and local police departments, yet we can only estimate the real number of teenage prostitutes at somewhere between 90,000 to 113,000 nationally.

Chances are that the number is higher, but these children do exist. Recently, we have been subjected to certain incidents that have heightened our sensitivity. For example, less than 2 months ago, one 14-year-old boy left his home and was ultimately sold to two undercover agents for $5,000 in food stamps and $1,000 in cash. One of those agents is scheduled to testify this morning.

Furthermore, 30 young men, after being molested, found their final rest beneath the floor of a suburban house in the Chicago area.

It is the duty of Congress to create safeguards for these children and to understand the motivations of all children who find themselves in similar situations.

This GAO report contains four stories of females who ran away from home when they were 13 to 15 years old, were beaten by their pimps and Johns, and were forced to bring in $300 to $400 per night to the pimp while being given $10 in clothing and drugs in return. The foster care system couldn't keep these girls off the streets, but the pimps kept them working on the streets.

Most respondents to the GAO questionnaire indicated that the problem is increasing. The average teenage prostitute is a runaway, has been a victim of sexual abuse—including incest and rape—and has experienced other forms of physical abuse and neglect at home.

Teenage male prostitutes are underachievers in school or at home, are 8 to 17 years of age, and usually have run away from low-income families where parents are often absent physically or psychologically.

These boys either have had no previous homosexual activity and are out on the streets for survival, or identify themselves as homosexual and are exploring their sexuality.

The typical young male prostitutes do not have pimps but operate as independent street hustlers, are daily alcohol or drug users, have a positive self-image, and consider themselves entrepreneurs, entertainers, or sexually desirable partners.

Typical teenage female prostitutes are products of a poor home environment characterized by violence, physical abuse, lack of parental love and affection and have endured drug, alcohol or sexual abuse.

Many see prostitution as a life of adventure, glamour, and excitement, and an easy way to earn money.

Some teenage girls run away from home and are enticed into prostitution by pimps while others are lured into prostitution by friends. Most are dependent upon their income for survival.

Usually, the females have a low self-respect, feelings of shame and guilt, lack of self-worth, and poor family relationships which are probably the result of sexual abuse at home.

While many of the services these children need to end their life of prostitution are currently available, only 9 percent of those believed to be involved in prostitution or pornography are actually being served.

These young victims don't know where to go, we do have some centers exclusively for teenage prostitutes, other centers which are frequently used by teenage prostitutes but are not exclusively for those teenagers such as Covenant House in New York and there are the general social service agencies.

The Reagan administration does not have any plan to continue funding sexual abuse projects in fiscal year 1983.

Hopefully, the GAO report can be supplemented with more data and follow-up surveys to those States and those cities which did not respond to crucial GAO questions as well as those police departments which failed to respond.

Research currently being sponsored by Federal and State programs cover such topics as psychological and social profiles of youth involved in prostitution and pornography; second, the relationship between involvement in prostitution and pornography and early sexual experience; and, third, descriptive information on sexually exploited children from an individual family and community respectively.

These meager programs in all probability will end this year.

Overall, this report focuses on a primary concern and challenges us as a nation and its elected officials—are we willing to lend a helping hand to American children who are alone on the streets for filth peddlers to prey upon?

Unfortunately, while many in Congress are answering "yes," the answer from the White House seems to be "no."

The first witness we have this morning is Mr. John Rabun, Manager of the Exploited Child Unit of the Jefferson County Department of Human Services in Louisville, Ky.

STATEMENT OF JOHN RABUN, MANAGER, EXPLOITED CHILD UNIT, JEFFERSON COUNTY DEPARTMENT OF HUMAN SERVICES, LOUISVILLE, KY.

Mr. RABUN. Good morning.

I appreciate the opportunity on behalf of the people of Jefferson County, Ky., to be here and share with you some of the highlights of what we have been trying to do in Louisville on behalf of exploited children.

In summary, I think it should be said that there are services existing for perhaps the majority of these children. It remains to be seen as to the plight of these children with respect to how far the Reagan budget cuts create a demise of all social service programs and thereby fail to serve these children also.

I think our particular perspective is that what there seems not to be in the United States is any sort of a Federal role for the coordination of these social and law enforcement services such that they

work together as a team in order to serve the interests of these children.

Our plea would be for Congress to do a number of things, and I think things that don't require any massive expenditure of money, but require the guidance and the mandate of Congress in order for certain things to happen.

Certainly, one of these things would be the passage of either Senate bill 1701 or House bill 3781 or bills of that genre. Both of these bills and others speak to a national network, a tracking network for missing children, for runaways of which we found in the Jefferson County area better than 95 percent of the children were used in child prostitution or child pornography are, before that fact, runaways.

We have found also that in the rather massive social services systems, in our State it would be the department for human resources, do not have the wherewithal, and up until lately, have not understood the necessity of doing background checks, criminal checks of staff who are placed in a very critical role of having, as it were, life or death responsibility over children who are at risk of becoming child prostitutes or victims of child pornography.

In fact, the FBI, probably for valid reasons, performed a cutback some months ago in doing what they call civilian checks.

Now they only do what they refer to as criminal checks when you have a criminal case.

What that says to those of us who are in the social services field is, in effect, we have been cut from the ability to aggressively protect children by doing a prior check of staff to see if they have criminal records.

In your opening remarks, Congressman, you referred to the John Wayne Gacy case. This individual was convicted of 34 murders of young boys but he had already been convicted three times over in other States, not for deaths, but for the sexual abuse of children. He should have been a person on a priority list, if you will, with sex crimes and youth bureau officers in the city of Chicago. But, those officers knew nothing about his prior background and found it inordinately difficult to even find out that he had been convicted. Such has certainly been the case in Louisville.

We have had recent large convictions of individuals who were involved with 14, 15, 20 different young men or young women for sexual purposes and we found they had prior criminal backgrounds but we found it out way too late.

It, therefore, makes it largely impossible to prevent these crimes. I think particularly in an area of Federal cutback and budget tightenings and what have you that all realms of government are having to go, like it or not. Prevention may be far better worth the dollar than trying to catch up on victims who have fallen off the top of the cliff, if you will.

One of the aspects that we would certainly like explored is coming out of the U.S. Attorney General's task force on violent crime. There is the concept floated in that paper that the U.S. attorney's office in every jurisdiction could well be a center for the coordination of any level of criminal activity between local, Federal, and State law enforcement officials.

I think that is probably a very sound idea. It seems to me that that would be a key place in every jurisdiction to get together teams of social service and law enforcement people to address the issue.

In Jefferson County we have not used any Federal moneys whatsoever. We have used no grant moneys. Instead, our county judge executive elected to try and get agencies together to work for the best interest of kids who normally shared the typical social service-law enforcement rift, never speaking to each other and in some cases within various agencies in social services.

What we found is there is enough commonality between the various agencies to want to protect kids that we are learning to overcome turf issues. We are learning to overcome political issues. We are learning to overcome jurisdictional issues such that children are being serviced and being protected in a very aggressive and affirmative fashion.

That certainly is a growing process for all of us but it is one that I think we are thoroughly committed to, and I am at least happy to say that despite the budget cuts that are in Mr. Reagan's administration, people in Jefferson County are very much committed to this as an ongoing effort.

We will not be envisioning any cutback in our efforts because they were done totally with local moneys. We can float that, I think, as a model.

Another thing we found is that the various media representatives, particularly the electronic media have been inordinately helpful in helping us with public education and community education.

The CBS affiliate in Louisville, WHAS, who has provided the tape selling these two children into child prostitution through Agent Kleier, has also undertaken kind of a leaflet campaign and exposure campaign to what are the issues for parents to understand in the sense of how do you protect your child from a person who preys on children.

All too often, I, myself, as a parent, and certainly other parents have probably envisioned the child molester as somewhat of a green-eyed, ghoulish monster who wears a trench coat and flashes on playgrounds.

Well, certainly those people exist but they are probably not the critical danger to children as the person who lives next door, the person who is fairly well-to-do and who has, in effect, made it by our community standards.

The John Gacys, the Dean Carrs, people of this stature, prior to them being found out for what they are really into, are the ones who are with much greater ease able to prey on children. That obviously ties into the whole idea of being able to do record checks and significant investigation of people who are placed in a public trust position of caring for children whose parents either won't or can't. We have gotten away from examining our own staffs, and I think some mandate at the congresional level would be very responsible toward telling social service agencies that you have got an obligation and Congress expects those agencies, particularly those who use Federal moneys, to live up to that obligation to serve children from their own staffs when a minority and a very slim mi-

nority of people get into those staffs specifically for the purpose of having access to kids.

We have attempted team work between the social service agencies and the law enforcement agencies. It certainly does find its culmination in the cases such as the selling of the two children. That case arose in December 1980. Our unit, along with the Louisville police and the Jefferson County police, tracked it for 6 or 8 months.

We got to a logjam in the case because too many of our people were known on the local scene and we found that we could turn to the Kentucky attorney general, Steve Beshear, and his agents, and he would bring people into the local area specifically to go under as Agent Kleier did in a very effective fashion. It took him another 8, 9, 10, months to a year to be able to affect the arrest of the individual that we had good lead information was involved in child prostitution and the selling of children into in effect prostitution-type slavery.

That kind of teamwork is not stereotypical across this country nor even across our State as a usual type of an event. It is becoming that way as we see that we can work together to serve children. And I hope there can be spin-offs from that model in other areas of criminal activity. There certainly should be.

Mr. MURPHY. Let me ask you, Mr. Rabun, does the FBI not provide our local police agencies with criminal records nationwide? Are they not keeping, or are they not disseminating adequate information?

Mr. RABUN. Well, I think there is a problem with the general role of Federal law enforcement in that we have not seen, particularly the Federal Bureau of Investigation, been particularly aggressive with anything having to do with the welfare of children.

Mr. MURPHY. That has been my experience too.

Mr. RABUN. It is interesting to note that the inception of the FBI came out of kidnapping cases and it is almost as if the Bureau has, in a sense, lost some of its heritage or some of its insight into the fact that those of us on a local level of law enforcement need a more broad and a more general and a national networking in order to stop the movement from State to State of child molesters which is exactly what happens on a daily basis.

You arrest a child molester in Louisville, you can with certainty predict he will be in your State or some other person's State within months either in order to escape prosecution, escape detection, or certainly to be able to start over into his or her pedophile activity.

The Federal law enforcement system has elected in the last year to cut back on its performance of, for instance, fingerprint checks, as they call them, civilian checks.

If I am going to hire a probation officer in my unit, heretofore I would have wanted to fingerprint that person, send that to the FBI, it would take some time and at least I would know whether they had been arrested and/or convicted in some other State for some felonious activity.

Now I can't even do that because of their own regulations. I understand the necessity, perhaps for those regulations in terms of budget cutbacks. The problem I see with it is it simply feeds into the child tragedy situation.

Mr. MURPHY. Their budget has not been cut back.

Mr. RABUN. Well, I am just repeating what I am told.

Mr. MURPHY. Have you had occasion to call upon the Federal Bureau of Investigation in your agency? What was their response or lack of it?

Mr. RABUN. The special agent in charge of the Louisville office assigned to our task force which is a city, county and State task force on child prostitution and pornography, quite frankly, they are not terribly active in the area. They tend to be more interested in official corruption type issues and to their important issues.

I certainly don't want to denigrate that activities in those areas. My concern is with children. So we have to sort of part company at that point. There is just simply not the Federal role and an expanded role.

What you hear in the Bureau all too often, for instance, we don't need Senate bill 1701 and others because we already have regulations. Well, it is worth noting that those regulations only came out in the last 8, 9, 10 months to a year.

Those regulations, while they had been disseminated to police departments, had not been flagged for anybody's interest. The vast majority of police officers who don't know that they can get on their portable radios or their car radios and call in and enter the name of a child who is missing from their own home into the NCIC computer.

If I have a kid missing in Louisville who is running off to Florida, the poor beat cop in Florida is going to get on his radio and try to find out if Larry Jones is missing and largely be able to find out nothing.

Now, there is a growing movement in the country to enter children onto the computer but it is seen almost as an evil than it is as a necessity to protect children. It is a nuisance. Children do run away. They are a nuisance to law enforcement in that sense because they go and come so frequently. But that is exactly the problem in terms of the pedophile, the child molester who goes about purposely using those children.

These people have great skills in locating runaways. I wish we in the protection industry had some of their own skills. It is like radar. They can tune in and immediately find a kid who is a runaway.

We say in Louisville, the life expectancy of a girl who is a runaway is less than 1 week before she is going to get involved with a pimp. Boys tend to be much longer because they tend to be more entrepreneurial than girls, which is part of a reflection of society's values.

But without an aggressive, affirmative, and positive move on behalf of parents, educational institutions, regulatory institutions, Congress, et cetera, I don't think we can continue to patchwork-quilt any kind of meaningful protection for children.

I think we have got to come to the point of seeing that it is a responsibility. If we truly believe that our children are the inheritors of our country and some day will govern our country, then we are setting ourselves in a rather precarious position at this point. There are entirely too many children exploited.

As you pointed out, we don't know the extent. Louisville is a metropolitan community of about 850,000 people and in the last 22 months we have had 1,100 referrals on children. We found that 75 percent or better we believe to have been or are involved in prostitution or pornography.

That is far beyond any wild imagination I had when I started this unit. I knew we had a problem and I set about to prove it with a lot of tremendous help from our police departments and our social service agencies but I frankly was not ready for that kind of statistic. And I don't think Louisville or Pittsburgh or Philadelphia or Atlanta or Chicago or Houston or any place that has had child murders, child tragedies are in any way different from Podunk Holler, from the smallest town to the largest town in this country we have people whose business it is, for whatever reason, to prey on children, and until we start networking in the child prostitution part of it to the same degree as we can on, say, missing cars, stolen cars, or I hate to admit it, our famous analogy in Louisville, the missing race horse that the Federal law enforcement just really cracked down and mobilized in a masterful way to find a $300,000 race horse.

Well, that is a large piece of pocket change. But if your child turns up missing——

Mr. MURPHY. Don't call them?

Mr. RABUN. That is right, because that is not a Federal issue. I think that is a usurpation and certainly a gross misreading of Federal statute with respect to the kidnapping statutes and with respect to the whole role of Federal law enforcement. I see nothing in those statutes myself as a lay person that absolutely precludes the involvement in an aggressive way of Federal law enforcement.

I simply don't see that coming down the pike.

Mr. MURPHY. Thank you very much and we look forward to seeing any additional information and advice from you as we frame a couple of amendments to Federal statute.

Mr. RABUN. Thank you, sir.

Mr. MURPHY. Thank you very much.

[The prepared statement of John Rabun follows:]

PREPARED STATEMENT OF JOHN B. RABUN, JR., ACSW, MANAGER, EXPLOITED CHILD UNIT, JEFFERSON COUNTY DEPARTMENT FOR HUMAN SERVICES, LOUISVILLE, KY.

Mr. Chairman and members of the Committee, I am John B. Rabun, Manager, of the Exploited Child Unit of the Jefferson County, Kentucky, Department for Human Services, and as such manage the Social Work/Police Team of the Jefferson County Task Force on Child Prostitution and Pornography. I am very pleased and honored to have the opportunity to appear before you today and to discuss a problem which is rapidly reaching epidemic proportions in the United States, the exploitation and victimization of children.

The Task Force on Child Prostitution and Pornography was established by Jefferson County Judge/Executive Mitch McConnell on March 28, 1980 in the wake of the increasing incidence of criminal victimization of children nationally, particularly through sexual exploitation. It was a time of outrage over child murders such as those in Atlanta, Chicago, and Houston, and over the "discovery" of child murders and tragedies nationally.

Judge McConnell created the Task Force with a clear mandate to examine our local setting and determine whether or not there were present those conditions which breed child tragedies. Task Force members visited other cities in which child tragedies had occurred; they reviewed the national literature; and they indeed did conclude that a virtual epidemic was occurring in America.

Child tragedies are most often those of individual children and individual families - the Adam Walsh family. There need NOT be an enormous "body count" for there to be tragedy. The tragedies of individual parents represent a significant concern for us. Recently, authors and scholars by their very book titles have suggested that these children represent "Hidden Victims", "The Silent Children", "Children in Chains", "The Death of Innocence",

Best Available Copy

ask if "For Money or Love", and exclaim that we are "Weeping in the Playtime of Others"! With the creation of the Task Force in Jefferson County came a great opportunity to bring the problems of missing children, child abduction, runaways, child exploitation through prostitution and pornography, sexual exploitation, etc. out of the shadows and into the light recognition, understanding, and concern.

The well publicized plight of children in the tragedies of Atlanta, Chicago, Houston, Los Angeles, and Vancouver (B.C.) can easily become the child tragedies of "Anywhere USA" tomorrow. It is time that every unit of local and state government become acutely aware of this national epicemic and that our federal government recognize and act in its key role in coordinating a national effort.

In joint testimony before the United States Senate Committee on the Judiciary, Subcommittee on Juvenile Justice, on Nov. 5, 1981, Ernie Allen, Ron Pregliasco, and I indicated that "The Jefferson County Task Force identified as a contributing cause to child tragedies the poor communication and information sharing between the various agencies of the criminal and juvenile justice systems. The demands upon law enforcement (and social services) are many and are increasing. Resource limitations make it virtually impossible to investigate every missing person report or runaway. Therefore, victimized or exploited children are in many cases simply not identified. Further, the presence of a 12 or 13 year old boy or girl, or indeed even younger, in the same area at 1:00 a.m. every morning may NOT even be considered particularly unique" nor cause for further concern nor investigation.

"Child tragedies are made possible because there are holes or gaps in the system. Law enforcement and social services within the same community may not even be aware of each others existence, let alone share information, work together and fill the gaps," even for a single child or single family. Between communities the information sharing is even worse; child exploiters move from one community to another in virtual anonymity and security!

A number of factors appear to have influenced this serious system dysfunction. First, the decade of the sixties heralded a society with changing mores and attitudes. The "hippie" movement created a prevalent "do your own thing" attitude in many of America's youth - now, 30'ish adults. Personal independence at a very early age became quite common and children became highly mobile. The runaway population grew to its present state of about 1,300,000 per year, and with NO national tracking mechanism.

Secondly, there have been significant changes in law and public policy. Changes in correctional techniques produced a series of community-based group homes for children, shelter houses, and treatment facilities; all less secure and more exposed to the community at large than the institutions they succeeded. Changes in statute have made the prosecution of adult "contributors/ predators" more difficult. Lack of knowledge and understanding of the surrounding community by community-based facility staff further exacerbated the problem. NO sub-systems were created by law enforcement to interface with the community corrections programs to provide increased support and protections for de-institutionalized children now "at-risk" in the community; nor did social services personnel understand that such a protective sub-system would be a <u>necessity</u> for their child-clients to "survive on the streets."

On a national basis, only about 5% of the runaway children ever utilized any shelter house while runaway; in Louisville, only about 2%. The others were abandoned to their own "wits" to survive - usually through drugs, prostitution, pornography, and ometimes property crimes - but almost always for the ultimate profit of the adult criminally misusing the runaway child.

Thirdly, very, very few juveniles are "charged" by law enforcement agencies with prostitution due to the attitude expressed by officers of the "difficulty of proof necessary", the attitude of "time consuming follow-up with flighty kids", and the attitude of "just promiscuous kids". Network linkages nave not been recognized nor identified because these pieces of information have not been collected, analyzed, or ccrrelated. Thus, most of the social service and law enforcement agencies perform their respective duties without being fully aware of an adult pimp, juvenile prostitute network that systematically preys on teenage victims by sexual abuse and exploitation.

A final factor has been the attitude of the community that child prostitution is a "victimless crime," lacking the priority attached to other offenses, even when concerning young children. As a result, we view a growing pattern of "victimization," in which juveniles become the victims of child abuse (both physically and sexually), run away, are recruited, trained, and then enlisted into prostitution by boy-friend/father-surrogate/business-manager styled pimps, and may enter into violent crimes - perhaps even their own murder. A system defined as progressive victimization!

It should be painfully apparent that ther is nothing particularly unique or aberrant about Atlanta, Chicago, or Houston. Through our efforts as a Task Force in Jefferson County and as a

community, we are now convinced that there is indeed a national epidemic of child tragedies, and that absent immediate and decisive national action, and strong and coordinated involvement by many units of government and many agencies, these group-tragedies will be repeated.

In his announcement of the creation of the Jefferson County Task Force, Judge McConnell stated:

"In recent years, America has begun to address the phenomenon of runaway children and the tremendous mobility of young people. We must also address the vulnerability of these young people and the ease with thich they become the victims of criminal intent. I am serving notice today that we will make every effort to ensure that John Gacy tragedies do NOT happen here, and that those who exploit our young people for profit will be identified and swiftly prosecuted."

I am very pleased with this opportunity to discuss with you what we have done, what the results have been, and to make some recommendations to you regarding Congressional action and federal involvement in stemming child tragedies nationally.

Task Force Report

The Jefferson County Task Force on Child Prostitution and Pornography has been a unique, intergovernmental and across the system effort, involving the Jefferson County Department for Human Services, the Louisville Division of Police, the Jefferson County Police Department, the Commonwealth's Attorney for Jefferson County, the Jefferson County Attorney, the Kentucky Attorney General's Office, the Federal Bureau of Investigation, the Kentucky State Police, the United States Postal Inspection Service, the University of Louisville, the Louisville/Jefferson County Criminal Justice

Commission, and the Jefferson County Office of Intergovernmental Affairs, in addition to many other agencies and organizations across the community which have become involved because of their concern about treatment needs, community protection, etc..

We have identified in Jefferson County evidence of the recruitment of young boys and girls out of group homes, runaway shelters, and community child-care facilities for prostitution purposes. Clearly new and different informational networks were necessary, and a willingness of various professionals to rethink their roles as they relate to kids was mandatory.

Fortunately, the agencies participating in the Task Force saw these needs. Information sharing, interagency and intergovernmental cooperation, and role redefinition have been outstanding. The impact upon the problem has been enormous and all indicators point to the necessity of a prolonged attack on the problem. Let me briefly list some of the highlights of Task Force work to date:

(1) Public Awareness - The Task Force viewed as an immediate need the sensitizing of the public to this shadowy problem involving "hidden victims." An intensive public awareness/public education campaign was launched with over three thousand posters distributed across the community and around the state (see attached). Distribution was accomplished by members of the Task Force and employees of Task Force agencies. In July, 1981, Judge McConnell reallocated County monies sufficient for the hiring of another senior social worker for the Exploited Child Unit to spend 50% of her time in community education and training of school teachers and counselors, church staffs, community center staffs, social services staffs, various governmental and private agency staffs, etc.. Much time

and effort has been devoted to the development of various media to better inform the public of the role and mission of the Task Force/Exploited Child Unit (examples attached). A 24 Hour Information Line was established (502-588-2199) for the Task Force in the offices of the Exploited Child Unit. Since its inception 77 calls have been received which were subject to investigation and fact finding efforts.

(2) Exploited Child Unit - In July, 1980, the Exploited Child Unit of the Department for Human Services of Jefferson County was created as staffing for the Task Force. It was generated from the D.H.S. Field Services Unit which daily sought runaways and extended protection to child wards of D.H.S. Residential Services through the Juvenile Courts. As an investigative social worker with an extensive background in child prostitution and child exploitation cases and experience in dealing with "street kids", I was asked to develop and manage this new unit that would exist to detect and investigate cases of youth in Jefferson County who are at risk of being or actually are endangered by adults in prostitution/pornography and to assist the appropriate law enforcement agency in its criminal investigation of such adult exploitation of children. The E.C.U. is housed in the Criminal Justice Commission office in order that it might work closely and in tandem with law enforcement agencies in a "neutral turf." The E.C.U. now includes three investigative social workers and received an award during this last summer as an "outstanding, innovative county program" from the National Association of Counties. The D.H.S. Exploited Child Unit was cited as a "model of cooperating service delivery organizations dealing with child prostitution and pornography" in the November, 1981, publication of the American

Bar Association's National Legal Resource Center for Child Advocacy and Protection, Child Sexual Exploitation: Background and Legal Analysis.

(3) The Social Work/Police Team - The cornerstone of the entire effort is the development of a team including the E.C.U. social workers, city police youth and intelligence officers, and county police intelligence officers working out of a neutral setting, the Criminal Justice Commission, to close those previously mentioned "system gaps." We have found and daily demonstrate that it is possible to preserve the professional integrity of each profession while generating a level of cooperation and teamwork which truly protects children. The social work/police team functions on a daily basis across political and jurisdictional boundaries that heretofore were largely insurmountable. Our approach is unique in interagency, intergovernmental, community-wide cooperation to solve a problem that was viewed, prior to our existence, as exxentially a police problem. All of our efforts and accomplishments have been carried out through the re-allocation of existing county/city funds and resources, and with no federal monies.

Tremendous credit must go to Major Wesley Cruse, Commander of Vice/Intelligence/Narcotics of the Louisville Division of Police, Lieut. Bill Spaulding, LDP Intelligence, Det. Brian Ahearn, Det. Rick Dillman, and Det. Mary Lett, LDP Intelligence, Det. Bob Hain, LDP Youth Bureau, Capt. James Black, Commander of the Jefferson County Police Special Investigations, Det. Mike Simpson and Det. Gary Smith, JCPD Special Investigations, Special Agent Frank Kleier, Kentucky Attorney General's Office, and to Ms. Margarete A. Sanders and Ms. Ellen M. Hammock, ECU social workers.

The cooperation and willingness of these police officers and social workers to work together as a TEAM has produced dramatic results. Further, law enforcement at all levels has gained impressive new skills in child interrogation, investigation, and protection. We have learned that "kid cases" are indeed different, and that children cannot be treated as if they are simply small statured adults. The social work/police Team consistently focuses on the child as the victim in our joint effort to affirmatively and aggressively protect children.

The Task Force had been in operation about a year when we involved the law enforcement agencies of our nerghbors across the Ohio River in Indiana. A Task Force investigation revealed that offenders were driving kids across the Ohio River into Indiana (and sometimes visa versa) to escape detection and prosecution. We invited and receive the full support and cooperation of the Southern Indiana Police Department. Today, police officers and social workers alike from either state work cooperatively on a daily basis on BOTH sides of the River and across many jurisdictional/political boundaries through the auspices of our Task Force - and without anyone spending valuable time worrying about the "color of one's badge" or "name of one's agency" - the job of aggressively protecting our children is simply too important!

We have had excellent cooperation from the Federal Bureau of Investigation through its offices in Louisville and in Southern Indiana in cases involving inter-state issues and from the Kentucky State Police in cases involving intra-state issues. The United States Postal Inspection Service workes closely with the Task Force regarding child pornography and its involvement with the mails.

(4) Information/Intelligence - The Task Force/ECU effort has resulted in dramatic increases in information referrals and attention being given to child victims. For our fairly large metropolitan community that 2½ years ago did not fully recognize child tragedies locally, the statistics we have developed over the last 21 months are impressive, if not alarming. These data are proportionately representative of ANY other metropolitan area in our country. Since July, 1980, the E.C.U. has received:

1,026 Total Informational Leads
(88 Cases, Biker Club related = 9%)
689 Children's Cases Opened (67% of Total)
679 Cases Closed
128 Unfounded (19% of Cases Closed)
229 Not-Proved & to be Monitored ("Reasonable Suspicion") (34% of Cases Closed)
322 Substantiated with Referrals to Police ("Probable Cause") (47% of Cases Closed)
337 Purely Intelligence/Information Leads (33% of Total)

Of the 1,026 informational leads received, 305 (30%) came from law enforcement; 305 (30%) came from D.H.S. programs; 205 (20%) were developed by the E.C.U.; 77 (7%) came from the 24-hour Information Line of the Task Force; and 134 (13%) came from other agencies throughout the region. The last statistic reflects the state-wide network of social services and law enforcement members developed by ECU staff that is now in place.

(5) Case Prosecutions - As a result of the cooperative law enforcement effort, aggressive social work, and a colse liaison with prosecution, particularly the Jefferson County Commonwealth's Attorney David L. Armstrong and his Assistant Dee Pregliasco, we have made a strong start in identifying and prosecuting child exploiters. To date, the Task Force has made 18 major arrests/

prosecutions involving child sex rings - arrests/prosecutions that freed literally hundreds of children from this vile form of child sexual abuse and identified still others in networks.

Currently, a number of major investigations are under way involving the use of many young boys and girls in various forms of child prostitution and pornography throughout the region. One recent case involves a local nightclub custodian who over the last 5+ years may have been involved with dozens of children, many of whom were placed by the Courts in 2 child-caring facilities located very close to the nightclub.

(6) Research/Information Gathering - One of the priority concerns of the Task Force has been identifying the "hidden victims", learning about the system of child exploitation, and developing a data base for further system programs and efforts. Among the information gathering techniques have been specialized action projects conducted in conjunction with the Louisville Division of Police Intelligence Unit and Fifth District and the Jefferson County Police Special Investigations Unit. Through these efforts a team of individuals form Task Force agencies in cooperation with uniformed police identified suspected "street hustlers", made informational stops on "Johns", and assessed the nature, scope, and methods of operation of girl/boy prostitution and pornography.

Every child interviewed by the E.C.U. in administered an interview schedule for the purposes of researching the primary psycho-social indicators present in child tragedy victims. The information gained through compilation and evaluation of the data is fed back into the social services agencies for analysis and program development for more effective and efficient prevention

and treatment of the child - a systems approach.

From March, 1981, through March, 1982, 239 interview schedules were compiled for the Task Force Research Consortium. Headed by Dr. Ronald M. Holmes of the School of Justice Administration at the University of Louisville, Criminal Justice Commission Research Director W. Michael Bewley, Assoc. Professor J. Kerry Rice of the Kent School of Social Work and the Institute of Community Development at the University of Louisville, David J. Riffe as DHS Manager of Residential Services, and John B. Rabun as DHS Manager of the Exploited Child Unit, the Task Force Research Consortium has begun a data development process with the following sets of indicators for other law enforcement and social service personnel in the Louisville area to use in interviewing children to detect and identify child victims of prostitution/pornography.

Summary of Introductory Research Project on Juvenile Prostitution, Pornography, and Runaways:
N = 239. 3/81 - 3/82.

The Jefferson County, Kentucky, Task Force on Child Prostitution and Pornography was created in 1980 in the wake of the increasing national phenomenon of juvenile victimization, specifically the sexual exploitation of children and youth. Because of the various tragedies concerning children - including the John Gacy murders in Chicago, the Dean Corll murders in Houston, and the youth killed in Atlanta - an effort has been made to bridge the gap in juvenile and criminal justice systems. The Task Force undertook an aggressive effort to prevent such tragedies in Louisville and Jefferson County, Kentucky.

The present study is an outgrowth of the interest in the community. It was the goal of the consortium to systematically study the evidence of childhood prostitution in this community along with the total range of child exploitation. This study was an attempt to systematically examine the basic social core variables of a group of self-identified juvenile prostitutes and compare those variable with a group of other variables of juveniles who were non-prostitutes who had all been brought into the local juvenile justice system into group homes.

To accomplish the intended purpose of this study,

Best Available Copy

it was quickly realized that a model of a team effort would be necessary to accomplish its end. The juvenile prostitute, male or female, does not stay completely in one or segment of the criminal justice system. In the same manner as the prostitute may be involved in the areas of police, the courts, and corrections, the research effort would be necessarily strengthened by a true team approach. To this end, a team of researchers and investigators were gathered from the social work profession, law enforcement and corrections. Complementing these skills were two professors from the University of Louisville (one from the School of Justice Administration and another from the Kent School of Social Work and the Institute of Community Development) with expertise in areas of interviewing and research methodology. This team of interested professionals composed a consortium operating under the auspices of the Task Force.

The juveniles selected for this study were those who had been brought before the local juvenile justice system for runaways or other delinquent behavior. The juveniles were further divided into two groups: one group who had not been involved in juvenile prostitution (control group) and the other group who had been so involved.

There were a total of 239 juveniles involved in this study. Sixty percent of the sample were males and 40% were females. Of the total number of juveniles, 36.4% of the sample were reported by their answers on the questionaire to be prostitutes. 29% of the males were infolved in prostitution, while 47% of the females resposnded in a like fashion.

Significant Findings (1st Year - Report)

I. Family Relationships

A. Parents

In responding to perceived family relationships, only 24% of the prostitute group defined their relationship as being close. 76% stated that their relationship was aloof, hostile, or rejecting. Among the non-prostitute group, 71% rated their relationship with theri parents as being close.

Various interview schedules indicated up to 90% had been the victims of child physical abuse by parents, and up to 50% had been the victims of child sexual abuse by parents (data taken from local and national research).

B. Siblings

The prostitute group rated their relationship with siblings as being close in only 26% of the cases. The non-prostitute group rated the same item as 75% of the cases.

C. Intrafamily Sex

Concerning the incidences of intrafamily sex,

the prostitute group related that they had had sex with family members 23% while the non-prostitute group answered in a like manner only 3%.

However within the prostitute group 90% of the males stated that they had had no sex relationship with their relatives. However, only 65% of the females answered this question in the same manner. It appears that the use of the female in the tradidtional sexual role with all of the physical intimacies involved in this particular role is further borne out by the responses of the female juvenile prostitutes. Intrafamily sex abuse victims become extra-family sex exploitation victims often.

D. Marital Status

In contrast to the prostitute and non-prostitute groups, the parents' marital status was not a significant item, when compared to family relatinships, even though almost 60% of the prostitute group came from families whose parents are divorced. This is compared with only 38% of the children of the non-prostitute group.

II. Drug Involvement

Between both the prostitute and the non-prostitute groups, the rate of drug use was high. The prostitute group admitted to using drugs in 94% of the cases. A statistical relationship was found in drug use and prostitution with 30% having a daily use of drugs; drug addiction was not indicated in the prostitution group.

III. Pornography Involvement

Almost 15% of the total sample stated that they had been involved in pornography. 37% of the prostitute group admitted to having been involved in pornography. Only 18% of the non-prostitute group reported involvement in pornography. 38% of the runaways were involved in prostitution and 15% of the runaways were involved in pornography. There appeared to be no difference in the sex of the juvenile prostitutes and their involvement with pornography. The males stated that they had not been involved in pornography in 62% of the cases, while the females responded to the same item in almost 60% of the cases.

IV. Runaway Involvement

Females were self-identifying as runaways in 89% of the cases. 66% of the males stated that they had also participated in runaway behavior. Only 2% ever used shelter house facilities for runaways (whereas national norms suggest 5%).

V. Sexual Orientation

Concerning their sexual orientation of the male and female prostitutes, 93% of the females defined

themselves as being heterosexual, while only 65% of the males defined themselves in a like manner. The self-perception of the male as being other than heterosexual in 35% of the cases is in sharp contrast to the self-perception of the female being other than heterosexual in only 7% of the cases.

VI. Age of First Sexual Experience

The age of first sexual intercourse for these children was 12 with the greatest frequency between 10 and 13 years of age (lowest was 3). The prostitute group is NO more promiscuous than the non-prostitute group.

VII. Pimp Involvement

The vast majority of girl prostitutes have a pimp/business agent/boy-friend, where most of the boy prostitutes and "self employed" runaways seeking to survive on the streets seem to operate relatively independently.

VIII. Age, I.Q., and Social Status of the Sexually Exploited Child

Girls/boys who are exploited as prostitutes may be expected to be of normal intelligence, 11-16 years of age, from a "blue collar" socio-economic background, with a high degree of racial prejudice (girls) in the family.

Regarding adult exploiters, the sample is far less and the conclusions drawn exploratory and for "profile use." Adult pedophiles in the Louisville area tend to be white males, 40-60 years old, living in relatively upper income type homes, who are or have been married, generally tend to have from 2-4 children, are making in excess of $30,000 per year, tend to be college educated and most are professional persons.

The Task Force submitted legislation concerning felony-type unlawful transactions with minors to the Kentucky General Assembly's 1982 Session. In addition a statewide social service information/referral network is now organized and functioning.

In summary, great progress has been made in more fully detecting and identifying child victims and adult sources of child prostitution and pronography. Only now are we beginning to better and more fully recognize and understand the scope of child tragedies.

The Results Thus Far - A Firm Beginning

The premise of the Task Force/E.C.U. effort is that social work/police teams and task forces must aggressively seek to find child victims early and vigorously prosecute the adult offenders if we are to curb this cycle of violence. In so doing, I am convinced that our cooperative and highly coordinated effort has made less likely the occurrence of "child tragedies" in Jefferson County. The Commander of the Louisville Police Vice/Intelligence/ Narcotics Units, Major Wesley Cruse, states emphatically, "The only way you CANNOT find child exploitation in a community is simply NOT to look!" We in Louisville-Jefferson County are looking, and we are finding, and in the process we are creating innovative techniques and systems to support kids and prevent child tragedies.

In children's work, one must realize that children do not possess the relative value of property, the value of earning power, the value of the vote, the value of a joint-voice. All children possess is their bodies and they are forced to sell their young bodies on a nightly basis for up to $200 per night in acts of "victimless crime." Post the exposes of Charles Dickens and the passage of the various child labor laws at the turn of this century, one must wonder is these very child labor laws have not become a "contributor" in denying positive jobs to youth and thereby providing the backdrop to child prostitution. In fact, we are seeing a growing number of exploited children who help support their family by working as child prostitutes without the protection or support of child labor laws. All too many parents are failing to ask their own children where they go at night and how they come by money contributed to the upkeep of the family.

As we have seen in previous depressive economic periods, parental diligence wanes as economic survival is threatened and the benign neglect of parents becomes the initial predictor for child tragedies. Child abuse and neglect surges; adults outside the family reap a harvest of youngsters treated as "throw-aways" and exploit them; school systems "push-out" children having problems in their homes and at school; and the cycle of violence never ends!

We have also discovered major overlaps with exploited children and other criminal activity, and, thus, it is apparent that there are dramatic intelligence benefits to enforcement and prosecutorial agencies from working with kids and working these cases for kids. The Uniform Crime Reports indicate that juveniles accounted for about 20% of all violent crime arrests, and about 44% of all serious property crime arrests, and therefore about 39% of all serious crime arrests in 1979. One must be absolutely foolish to believe that children do not learn practically everything that goes on "on the streets" - usually as a function of their own survival. Children must be seen at last as valuable contributors to the intelligence system by law enforcement and social services staff for any significant predictive and preventative value to be obtained in benefiting the entire criminal and juvenile justice systems. Children are more often victims of crime than any other segment of our society, along with older persons.

Exploited children involved in child prostitution and pronography are always treated as child victims by members of the Task Force social work/police team. This Team entails police and social workers making runs together, interviewing children together, and within the limits of law and professional ethics, sharing information and joining in actions for the best interests of the child. Both professions must go beyond the realm of the traditional

as the nature of the problem and the vulnerability of the children require atypical approaches and innovative techniques. As standing policy, no information gained from any child is ever used for the purposes of arrest/prosecution of that child. Exploited children are recognized as children with their own specialized physical, emotional, and social needs as separate and different from adults, and are not to be treated as small statured adults.

Research around the United States, specifically including Connecticut and Kentucky, suggests that the vast majority of violent sex offenders (rapists, sex murderers, etc.) and child molesters have themselves been the victims as children of child physical abuse and/or child sexual abuse. Certainly, the combined efforts of local Task Forces could center resources on breaking this vicious cycle of violence

Findings and Working Conclusions

There is a severe national problem in the reporting and tracking of missing, runaway children. While national guidelines currently allow for the placement of missing youth into the N.C.I.C. computer system, there is no national consensus as to the necessity for such nor for any uniform compliance. Such a reporting requirement as a mandate for the N.C.I.C. is being addresses in the United States Senate with Senate Bill 1701 and in the House of Representatives by House Resolution 3781. The real issue still rests at the local level where decisions have to be made as to whether or not local police will report and how soon after the child is missing. If children are not reported missing and if those reports are not taken and compiled nationally, "obviously" then a child cannot be missing in our country. The missing child reporting system in this country is simply non-existent.

The federal government through the passage of one of these Bills must acknowledge that children who are missing are AS IMPORTANT as a missing Kentucky race hourse or a missing car and that federal law enforcement must be used aggressively to protect kids.

Only in the last few months, the F.B.I. decided to prioritize the finger-print system to catch up with the criminal checks needed. Such seems wholly appropriate, until one considers the problem it creats for the juvenile justice system in trying to check on staff applying to be hired. All too often, personnel who seek jobs as juvenile probation officers and volunteers, cottage parents, foster parents, etc. have hidden needs and hidden motives which are certainly not in the best intersts of the child nor the system. We should require the most stringent background check of staff working closely and authoritatively with children for the protection of the children in the care of our systems. The ability of child molesters to avoid exposure and prosecution by maintaining mobility across the country is well documented and requires stop-gaps immediately. Perhaps, as some have suggested, a national registry of convicted child molesters should be given serious study.

Conclusions and Recommendations

One of the chief causes of child tragedies is the usual inability of government to recognize and respond to the problem. Governmental awareness of child tragedies and/or child exploitation is minimal. Governmental coordination and information sharing in this area is virtually non-existent. Federal involvement, assistance, and coordination is also virtually non-existent.

Law enforcement and social service systems and personnel must learn to work together professionally and to compliment the

skills of each other. This work process must be on a continuum with police officer and social worker being constantly seen as vitally concern with and interested in the child victim. The professional integrity of each professional system and staff person must be respected and such will generate a degree of true teamwork and cooperation which finds its purpose in protecting kids. Without some form of police/social work team entirely too much critical and valuable information is lost by all parties in a system filled only by holes and gaps. Certainly, such a team cannot and should not seek to provide all services and functions of the parent agencies; but the members of that team should be aggressive in the brokering of needed and necessary services on behalf of the child victim. The aggressive brokering of already existent services should support the child victim and prevent the child victim from falling into the endless holes and gaps of service delivery.

Information gained from the child victim through long and difficult exploratory interviews which are of an issue-focused, crisis-intervention nature should be disseminated to the various agencies serving children so that more accurate, meaningful, and appropriate services can be provided and evaluated. On-going research and evaluation should be built into any police/social work team so that information gained may be used for predictive and preventative functions reliably. All too many of these child victims see themselves as having no realistic alternatives to the streets. Only by attempting to supply or furnish options to needs emotionally, economically, socially, and physically - with real options based in concrete reality and not in street-type illusion - will these child victims be served and will child tragedies be curbed.

Best Available Copy

We recommend that the Congress and the President take a hard and long look into expanding the federal role and jurisdiction in child victim cases. It should NOT necessitate the intervention of the Vice President of the United States as in Atlanta for the federal law enforcement system to be brought into play to protect children. Such should be fouthcoming at the very first sign of re-occurring child tragedies linked by ANY patterning. Local governments must seek to reallocate and reassign existing manpower and resources for police/social work teams and the difficult research and evaluation of programs and procedures.

We recommend and endorse efforts to pass one of the Bills already cited to provide a federal role in the reporting and tracking of missing persons and runaways.

We recommend the establishment of a national intelligence network for the exchange of information on the exploitation and victimization of juveniles. It is no longer acceptable that any child molester be convicted in one state, move to another state to victimize other children without law enforcement agencies being made fully aware and alerted in advance of the move.

We recommend the beginning of extensive public education through the public schools and media to alert children and parents alike as to the existence of exploitive adults and to necessary means of self-protection without causing undue alarm. Both the community education programs and the police/social work teams and Task Forces could well be coordinated by the various United States Attorneys as a concern growing out of the recent report of the Attorney General's Task Force on Violent Crime.

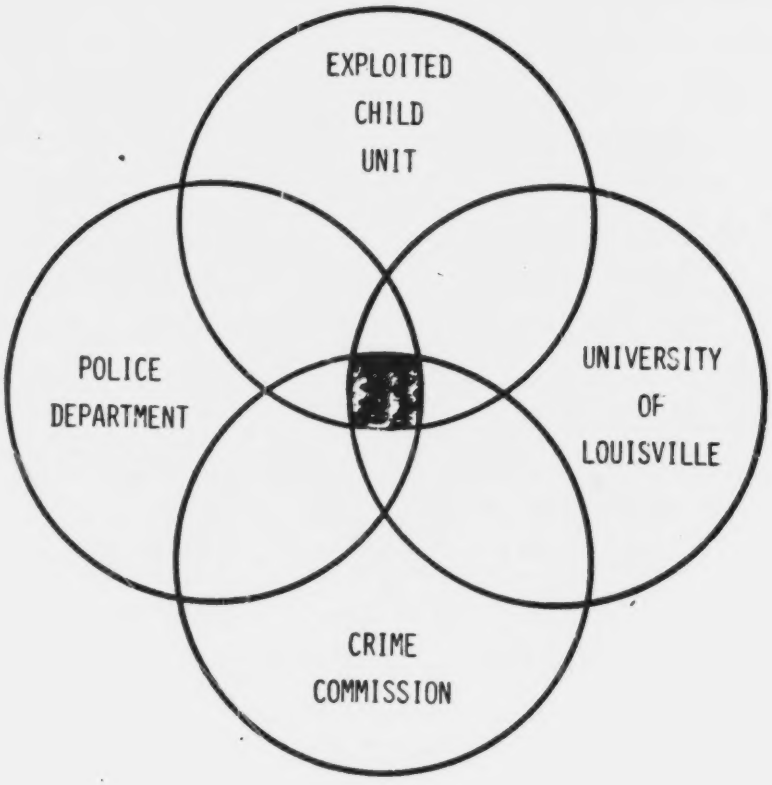
Clifford L. Linedecker ends his new book entitled Children

In Chains in the "Afterword" with this comment. ". . . the story told here must be left unfinished. Children are being sexually abused and exploited every day. It is the murder of souls, carried out under the guise of affection. It is the ultimate depravity."

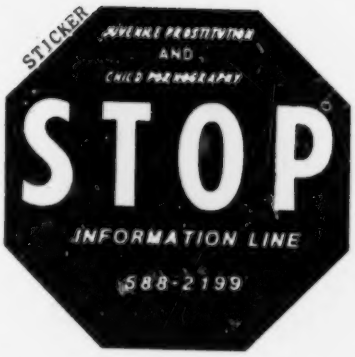
The protection of children must become a national priority! Without a concerted, coordinated national effort, the continuing and inevitable victimization of kids will grow to epidemic levels. We, in Jefferson County, are proud of the national model created in our Police/Social Work Team of the Task Force on Child Prostitution and Pornography and through consultation and training are seeking to replicate this teamwork in various other cities in our region of the country.

Mr. Chariman and members of the Committee, please make our kids safe. Child tragedies in America must stop. The protection of our children must be made a national priority.

A MODEL OF COOPERATING SERVICE-DELIVERY ORGANIZATIONS DEALING WITH CHILDHOOD PROSTITUTION AND PORNOGRAPHY



Best Available Copy



JUVENILE PROSTITUTION
AND
CHILD PORNOGRAPHY

REPORT MATTERS TO THE

INFORMATION LINE

TELEPHONE NUMBER
(502) 588-2199

OR WRITE TO
INFORMATION LINE
P.O. BOX 1834
LOUISVILLE, KY. 40201

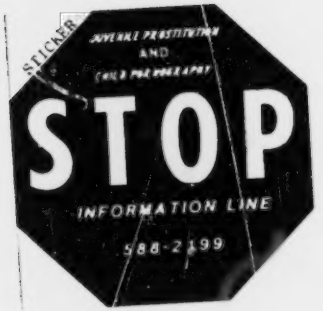
INFORMATION MAY BE REPORTED ANONYMOUSLY

PARTICIPATING AGENCIES:

OFFICE OF THE COUNTY JUDGE/EXECUTIVE
JEFFERSON COUNTY POLICE DEPARTMENT
LOUISVILLE DIVISION OF POLICE
FEDERAL BUREAU OF INVESTIGATION
KENTUCKY STATE POLICE
JEFFERSON COUNTY DEPARTMENT FOR HUMAN SERVICES
OFFICE OF THE COMMONWEALTH'S ATTORNEY
OFFICE OF THE JEFFERSON COUNTY ATTORNEY
UNITED STATES POSTAL INSPECTION SERVICE
LOUISVILLE/JEFFERSON COUNTY CRIMINAL JUSTICE COMMISSION

Best Available Copy

Best Available Copy



D.H.S.

JEFFERSON COUNTY
DEPARTMENT FOR HUMAN SERVICES

EXPLOITED CHILD UNIT

SECRETARY - JEANNE B. FRANK
ADMINISTRATOR - JOSEPH P. TOLAN
PROGRAM MANAGER - JOHN B. RABUN

COUNTY JUDGE/EXECUTIVE
Mitch McConnell

COUNTY COMMISSIONERS
Sylvia Watson
Jim "Pop" Malone
Carl Brown

Best Available Copy

DEPARTMENT FOR HUMAN SERVICES

EXPLOITED CHILD UNIT

LOCATION: 609 West Jefferson Street
Louisville, KY 40202

PHONE: 581-5787 & 588-2199 (24-hour)

The DHS Exploited Child Unit exists (1) to detect, identify, and investigate cases of children in Jefferson Co. who are at-risk of being or actually are victimized by adults in child prostitution and/or child pornography, and (2) to assist the appropriate law enforcement agency in its criminal investigation of such adult exploitation of children.

The E.C.U. does NOT accept social casework responsibility for the child but functions only as a fact-finding support service. The E.C.U. does NOT accept referrals of child abuse or neglect, but does accept referrals of child victims of sexual exploitation usually where there is suspected commercial involvement and where the parties are extra-family.

PROVISO:

In NO case will information received from a youth-client be used for the purpose of prosecuting said youth-client. (KRS 208.340)

In accomplishing its role and mission, the E.C.U. develops, coordinates and organizes case referrals and intelligence information to ensure flow of case information to appropriate DHS personnel involved in and responsible for the child's case before Juvenile Court. The E.C.U. coordinates its efforts with other agencies and provides the social work component of the Police/Social Work Team with local, state, and federal law enforcement efforts concerning sexually exploited child cases.

The E.C.U. further provides the screening and appropriate referrals of all calls to the INFORMATION LINE (588-2199) of the Jefferson County Task Force on Child Prostitution and Pornography. A research component is coordinated by E.C.U. to identify psycho-social indicators of the child-victims of sexual exploitation and to better enable brokering of services for these children. The E.C.U. actively provides community education and training.

For any child (under 18 years of age) coming within the Louisville/Jefferson County SMSA who is suspected of being criminally victimized by an adult(s) through child prostitution and/or child pornography, the ECU will atempt detection, identification, and investigation on behalf of the child-victim (in hope of criminal prosecution of the adult exploiter by law enforcement officers). In special cases, the E.C.U. may accept a case of a child being criminally exploited through other means (e.g.: drugs, theft, burglary, robbery, murder, etc.) and/or a case of a "child-like" (mentally) adult where E.C.U. interview skill is required. The E.C.U. functions specifically in cases where there is commercial (for pay) involvement and where the parties involved are extra-family. (The E.C.U. does not accept referrals of "child abuse or neglect" as defined by KRS.

The E.C.U. in fulfilling its mission in detecting, identifying and investigating cases of exploited children involved in child prostitution/pornography requires personal contact with each child (per case) by staff. Client contact runs the gambit from informal "on-the-street" of a one-time nature, to lengthy in-depth interviews and statements as well as collateral interviews with parents, friends, peers, "business associates". The E.C.U. does not accept social casework responsibility for the child but functions only as a fact-finding, investigative, support service and will advise the court of pertinent facts when requested/appropriate.

The Referral Form reports to the appropriate responsible parties what the findings are regarding the referral. The following are the working definitions:

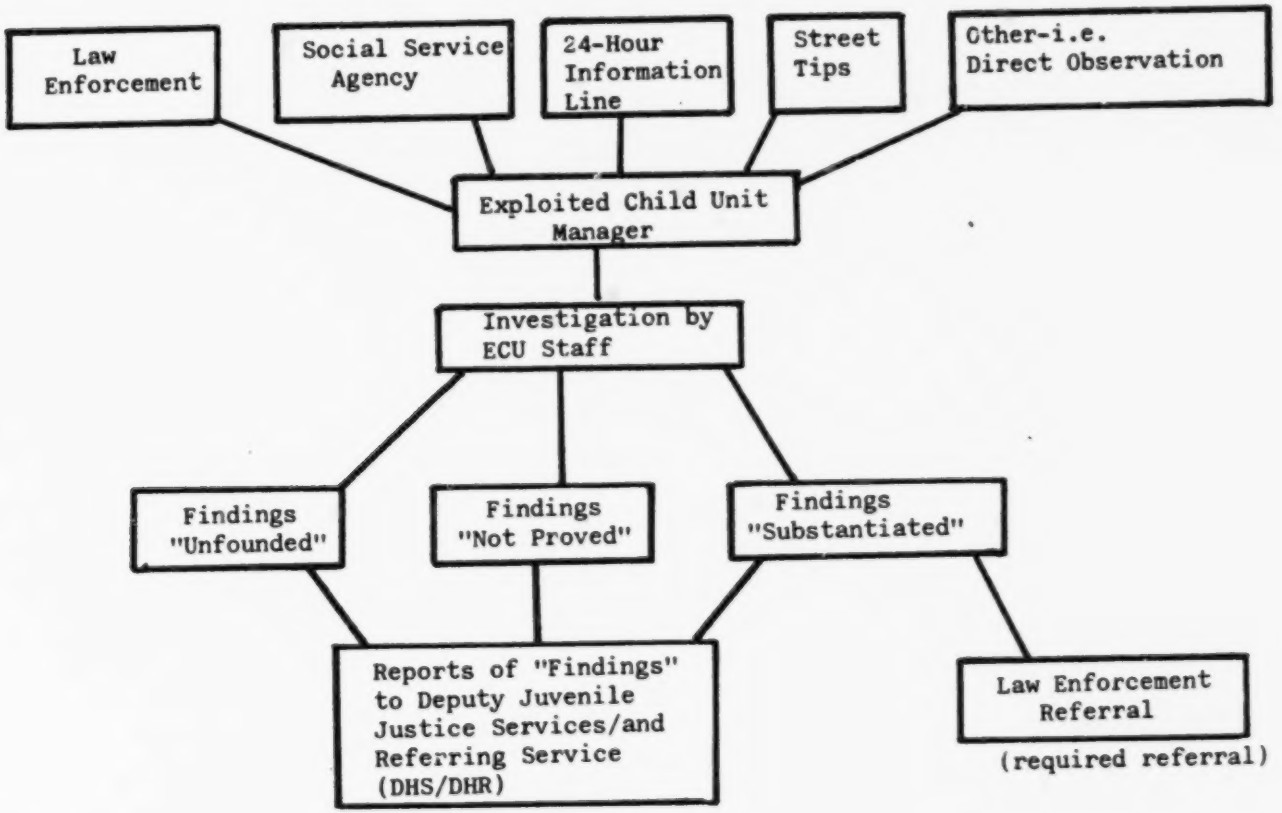
1. Suspicious/Concerns Unfounded - indicates case closed in that nothing substantiates the concerns.

2. Suspicion/Concerns "Not Proved" - indicates there is "reasonable suspicion" but based on information available it cannot be proved. This case will be monitored.

3. Suspicious/Concerns Substantiated - indicates "probable cause" exists and requires either a referral to a law enforcement agency for arrest warrant/indictments.

Best Available Copy

DEPARTMENT FOR HUMAN SERVICES
EXPLOITED CHILD UNIT
CLIENT FLOW CHART



Mr. MURPHY. Mr. Frank Kleier, investigative agent, office of the attorney general for the State of Kentucky.

You may proceed, Mr. Kleier.

I might say, we were unable to set up the machine to show the film that you brought. Perhaps you could describe it for us and if you don't mind, if we could either have a copy or borrow it for viewing in Washington before the other members of the committee we do have a transcribing studio.

STATEMENT OF FRANK J. KLEIER, INVESTIGATIVE AGENT, OFFICE OF THE ATTORNEY GENERAL, FRANKFORT, KY.

Mr. KLEIER. Yes, sir.

Mr. MURPHY. You may proceed.

Mr. KLEIER. Basically, I will start off, I am assigned to the food stamp trafficking unit of the attorney general's office and I work undercover the majority of the time.

Mr. MURPHY. You track down abusers of the food stamp program?

Mr. KLEIER. Yes, sir, and other areas. I was introduced into a mission where an individual who represented himself as a mail order reverend was taking in derelicts and people of the street and getting aid for them. I went in and I was introduced by an individual who knew him, and I conducted a food stamp transaction with him. And over a period of a month and maybe——

Mr. MURPHY. What did you do, buy stamps or sell them?

Mr. KLEIER. I sold them. He was buying stamps illegally on the street from the people we were investigating who were trafficking them.

We were at the point where we were ready to close out our investigation. We had enough counts on him for court purposes and I kept noticing a lot of young males, sort of prettyish-type young boys, I would say.

I would go in there and they would be on his bed half dressed, and I began to wonder if something wasn't going on. So when I went to do a basic record check before I requested an indictment I went over to the juvenile office with the Louisville Police Department and told them that I was investigating this individual and they said that they had had an active case on him in child prostitution and abuse and so on and so forth.

So, I decided to get with my superiors and notify them of what the problem was and they decided to keep me "under," investigating this individual and we had decided to try to identify some of the boys in this mission. So I did a transaction where we could get the boys outside and there were films and the police identified them.

Then we decided to start a sting operation based on the way this guy was operating. We decided to extend the investigation and in the meantime the reverend was closed down by the housing authority for violations of housing code and he fled to Murfreesboro, Tenn.

During that time, I had been asking him if it was possible that I could get some films on child pornography and he said yes. And then on one occasion he asked me if I would be interested in using

a young boy or a young girl for sexual purposes and I said myself, no, but I have a businessman in another area of the State that would possibly be interested.

So, he said all right, let me know when you are ready.

So, in the meantime, he went to Murfreesboro, Tenn., and set up shop down there, basically the same operation, and he called me and I began to conduct more transactions with him at the border.

Murfreesboro was about 20 minutes from the Kentucky border.

Mr. MURPHY. What kind of transactions were these?

Mr. KLEIER. Food stamps. I bought automatic weapons and dynamite, you name it, and I bought it from him. I bought child pornography material which is illegal in our State and then he asked me if I still wanted to use the boy for services. So near the end of the operation we decided to purchase the young boy.

Mr. MURPHY. What do you mean purchase the boy?

Mr. KLEIER. For sexual purposes.

Mr. MURPHY. He had one that he would sell you?

Mr. KLEIER. Yes; he had one that he would sell us. He indicated that he had done this before and that there wouldn't be any problem.

So with the Louisville Police Department and the Kentucky State Police and our office we devised a scheme. We had one of the Louisville police officers portray a wealthy businessman going to Miami on vacation who wanted the services of a young boy. And since I had been dealing with this individual with food stamps that is all he wanted. He would rather have the food stamps than the money because he could make more money off the food stamps on the street.

So we decided on a price of $5,000 in food stamps and $1,000 in cash. And when we went down he had the boy there. He explained what his capabilities were to us, what he could do.

We conducted the transaction and then moved in for the arrest.

Mr. MURPHY. Was the boy present?

Mr. KLEIER. Yes, he was.

Mr. MURPHY. And in the course of the transaction you made the arrest?

Mr. KLEIER. After the transaction was conducted the arrest was made; yes, sir.

Mr. MURPHY. It is a good thing your superiors kept you on the case.

Mr. KLEIER. Yes.

Mr. MURPHY. You made the arrest, then, I take it, in Kentucky?

Mr. KLEIER. Yes, sir, we did.

Mr. MURPHY. Did you have occasion to call on any Federal authorities for their assistance or cooperation when he moved over to Tennessee?

Mr. KLEIER. The Alcohol, Tobacco, and Firearms, I introduced an agent, also an agent from the Department of Agriculture. He was going to work the Murfreesboro area in food stamp trafficking.

This individual, wherever he goes he finds out where he can make a buck. He is a con artist, among other things, and food stamps was just another way for him to make money, that and welfare checks and social security checks.

So we introduced them in and the ATF bought some dynamite, I understand, and some weapons from him. The Agriculture agent continued the food stamp investigations in Tennessee because we didn't have any jurisdiction in Tennessee.

Mr. MURPHY. How did he manage to entice the young people there? Is that what he did? Did he have a shelter?

Mr. KLEIER. Yes, sir, he had what he called a mission house. Most of these children were from broken homes, poor. He would give children candy or whatever and they liked him. They practically worshipped the ground he walked on. He could do anything with them that he pleased.

He was in another network with some other missions in the area, same type setup. We were unable to develop a case on these other missions.

However, we did get enough intelligence and apply enough pressure where these individuals have curtailed their actions.

We found that it was a network of maybe four or five individuals who knew this reverend and they were trading youngsters off, trading films, and so on, and so forth.

Mr. MURPHY. Did you confiscate any of the films or the pornographic material?

Mr. KLEIER. Yes, sir; we have evidence that I bought from him in our evidence file.

Mr. MURPHY. Have you made a disposition of the case yet?

Mr. KLEIER. No, sir.

Mr. MURPHY. When did you make the arrest?

Mr. KLEIER. I believe it was in February of this year.

Mr. MURPHY. At any time did you request the Federal Bureau of Investigation to enter the case?

Mr. KLEIER. No, sir.

Mr. MURPHY. You just dealt with the Alcohol, Tobacco, and Drug Enforcement officers?

Mr. KLEIER. Yes, sir. The individual accepted me so well that he wouldn't deal with anybody else. I found through working undercover that when you are working on an individual they don't trust anybody else that you bring in. They would rather deal with you directly.

There were so many agencies involved we would have just gotten in each other's way.

Mr. MURPHY. I appreciate your testimony, Officer Kleier, and if you would be good enough to advise us when you have some disposition of the case we would appreciate it.

We are trying to, on our committee, get a compilation of all of the reports in the country. There have been multitudinous hearings, studies, investigations on child abuse, and prostitution.

We think there are perhaps enough studies and heraings. We are going to try to collect them all and sift through them and come out with an overall GAO report, so to speak, by the end of this year.

So we thank you very much for being with us this morning.

The next witnesses we have are from this area. We will ask that they serve as a panel. The Honorable Patrick Tamilia, Mrs. Pamela Kozey, Mrs. Lois Weidner, and Mrs. Ruth Richardson. If you would all find some space at the witness table.

Thank you very much for being with us this morning. We will start with the way we have them listed here. Judge, we will hear your testimony first.

STATEMENT OF PATRICK R. TAMILIA, JUDGE, COURT OF COMMON PLEAS OF ALLEGHENY COUNTY, PITTSBURGH, PA.

Judge TAMILIA. Mr. Murphy, I am pleased to be invited to testify before your committee because the subject matter is one that has interested and concerned me for many years.

I have been a court judge for almost 12 years, presiding in criminal court involving matters in relation to child abuse programing and participation in that regard.

In 11 or 12 years I have heard at least 40,000 delinquency cases and child welfare cases. It is a serious and growing problem. It reflects on our culture and society. It reflects a diminished value being placed on children.

Getting right very, very quickly to the core of what I see the problem to be, child abuse, runaway children, incest, these are the kinds of things that set the stage for prostitution and pornography relating to children. The child does not receive in his own home the kind of support, love and affection, attention that it needs, and then conversely, if that child is abused, neglected, and I have seen children in my court who were 18 months of age who had been sexually assaulted and had gonorrhea already.

I put 2 or 3 men in jail during the last 6 months who assaulted children under 6 years of age sexually.

What it does to these children is to diminish their self-worth and victimizes them.

No. 1, they cannot trust the most important adults in their lives because they are abusing them. And, secondly, as they grow older, they get to feel that this is the way that they can please the people in their lives, particularly men, when we are talking about women.

And it sets the stage very easily for prostitution in teenage years.

The effect on the children themselves is devastating. I don't think that they can ever, when they are indoctrinated into sexual abuse in the early years and prostitution in the teen years, I don't think they can really recover.

I don't think there are adequate therapy programs that might be effective in helping them recover established in the community today.

Mr. MURPHY. Would you raise your voice a little, Judge, and perhaps then we can hear you in the back of the room.

Judge TAMILIA. Now, the approaches that are needed, we got our approaches on three levels. The first, of course, is to intervene when we learn about prostitution and sexual abuse and any matter of harm to children. That is probably the least effective way to approach it.

The first approach basically should be at the primary level where we help families and we identify families that need the help and get in there and intervene before there is a problem.

Underlying this, of course, is better conditions in society where people can work, can function as families, where we have a reason-

able family policy in the moral and social and cultural climate of our families.

And I am not sure that our Federal Government, which I think is primarily responsible for these broad programs, has come to a consensus about what should be done in terms of helping families.

I have been in family work for over 30 years with domestic relations and juvenile court and probation work and detention work and criminal court work, and I see progress being made but I see that the problems far exceed and far surpass any progress that is being made.

Then, this on-and-off-again business about Federal and State financing, we begin at a line level down at the lower level to work out effective programs.

The people here that you are going to be talking to, are doing very well but as soon as the approach changes and there is a different philosophy at the Federal level you begin pulling back funds and the programs collapse.

This is vacillation we just can't handle. It destroys the effectiveness of anything we are trying to do.

I could speak specifically in terms of cases, numbers, children who have been into prostitution for years. But I think if we don't resolve the family problems we don't get to child abuse very early and we don't do something about incest and not much is being done to help people involved in incest.

We are only seeing the tip of the iceberg there and I think the stage is set for really a firestorm of child pornography and prostitution.

Mr. MURPHY. How can any amount of Federal dollars or intervention prevent that in the home?

Judge TAMILIA. Well, I think you can do it if you put your money into primary prevention. This means that you have got to put the money where it shows the least capacity to be seen.

Mr. MURPHY. Where is that?

Judge TAMILIA. That is in education, in high school, as an example, we put a great deal of emphasis on training kids to drive cars so they can go out and get drunk and kill people, but we don't put any training or emphasis on training kids on what parenting is all about, what love and affection is, what you need to do in a family setting, how we need to treat each other.

I am afraid with our society today, everybody going in their own direction, everybody seeking their own fulfillment, kids are getting lost and nobody has really filled that gap.

We don't have good day care centers. You go down to the biggest corporate offices down here and half those women have babies that need care and need good attention while they are working but we can't get good day care programs for those children .

There are just many, many things on the very basic level where children are not getting the kind of attention and care that they need. If you don't do that in those first 5, 6, 8 years, then you have lost your chance, really, to be effective in having that child develop in a proper way.

That is what we are talking about in terms of primary prevention.

Then, when we identify a high-risk family where there is a likelihood of incest or sexual abuse of other kinds——

Mr. MURPHY. What is a typical high-risk family?

Judge TAMILIA. Well, a high-risk family would be one where there is, for example, a child born out of wedlock where the mother is 12, 13, or 14 years of age. Very often she has a grandmother for that child who is 26 or 27. You know right away that family has problems.

You should do whatever can be done to intervene and help that family break the cycle and we are trying to do that with a program called the parental stress center where we intervene at the time the baby is born practically, when we identify child abuse or high risk.

We try, if at all possible, to rehabilitate that family and if that is not done we also try to move toward permanent placement of that child in a suitable home so that it does not carry on the cycle of its parents.

Those are the kinds of things that can be done and are being done but they are underfunded. We are all scrambling for those block grants and competing for that limited amount of money that is available.

We are talking about wiping out the national center on child abuse which we were relying on to help us to expand those programs and get further to primary prevention.

The Federal Government seems now to be going off in the opposite direction. So I could go and on. I could speak for quite some time on this but I am sure the other people on this panel want to say something.

Mr. MURPHY. I may have some other questions for you if you will stay with us.

Judge TAMILIA. All right.

[The prepared statement of Patrick Tamilia follows:]

PREPARED STATEMENT OF PATRICK R. TAMILIA, JUDGE, COURT OF COMMON PLEAS OF ALLEGHENY COUNTY, PITTSBURGH, PA.

PERCEPTION OF EXTENT OF PROBLEM

In virtually every metropolitan area of the country in the strip or red light district, one can see the pervasive effect of teenage prostitution and pornography. The purveyors of smut and flesh find in the teenager an easy target and a lucrative commodity which is easily peddled to a cynical, conscienceless clientele. The problem is epidemic and increasing in severity and threat to the well being of children in this country. The number of teenage girls in prostitution throughout the country numbers many thousands but any attempt to produce a firm figure must end in speculation—girls generally will falsify their age, there is movement in and out of prostitution, children's agencies have virtually given up any attempt to deal with the problem, adult courts frequently deal with it as disorderly conduct or interfering with traffic, thus official records are lacking or very misleading. The proof of the extent of the problem is by direct observation on the streets, of porno shops, and the increasing reports in the media or sociological papers. Pittsburgh attracts girls from the surrounding areas, but it is more likely that the girl who gets deeply into a runaway pattern makes it to warmer climes such as Florida or California, or to brighter lights and a more receptive environment such as Philadelphia or New York. We have had to return girls from New York, Oregon, Los Angeles, Calif., Atlanta, Ga., Washington, D.C., and numerous other areas. They make their way easily across the country in any direction they desire, with little or no money, frequently paying their way with sexual favors, or frequently being raped. When we bring them back we frequently find them exhausted, emaciated, diseased, deeply

Best Available Copy

into drugs and not infrequently, pregnant. Some, usually ones who have left home several times, are never heard from again, although occasionally we hear of tragic endings, such as the girl whose badly decomposed body was found in a garbage dump in Las Vegas, or the girl who was "sold" from one pimp to another, who, in fear of her life, got away just before being shipped to Cleveland. Another example is the 15-year-old and her brother, who, with other children, was involved in a pornographic ring with an adult neighbor who portrayed himself as a youth worker running a camp program for children. The girl's parents supported the adult pornographer, attempted to prevent the children from testifying in court (required removal of the children from that environment) and ultimately attempted to convince the daughter to marry the pornographer, thus insulating him from her testimony in court under the marital privilege.

Obviously, this committee is aware of the problem and your staff has available significant data concerning its extent and pervasiveness. I would like to discuss the underlying and predisposing causes leading to the problem and possible solutions.

By and large, the conditions leading to widespread prostitution and pornography have existed throughout recorded history. What is different today is the acceleration of certain socio-cultural conditions, the effects of media and easy communication of cultural change.

The underlying problem has to do with family dysfunction which is increasing in degree and number. Runaway children are the supply source for prostitution and pornography. It is in a constant steady flow which feeds an insatiable appetite. Recent trends in family life, legal philosophy and social and moral values exacerbate the problem.

FAMILY DISINTEGRATION

There were 1,180,000 divorces in 1980, up from 600,000 in 1960. When children involved, the conditions leading to divorce as the effect of divorce, is traumatic and tragic for children. Step-children relationship (at least 10,000,000 in the country today) are often strained and troublesome. Financial problems, alcoholism, drug use, mental and emotional problems, lead to instability and feelings of worthlessness in teenagers who seek affection and acceptance elsewhere. Media presentation of the good life in stimulating and carefree environments tempt children to seek places. Parents who are rejecting, pre-occupied and uncommitted to their children, drive them off. Incest is an increasingly severe problem and the sexually and physically abused child is a ripe candidate for running away and rapid introduction to prostitution. Children subject to such family environments come to have a very low value of themselves. They frequently feel guilty and responsible, unreasonably so, for their family problems. Simultaneously they have a simplistic view of society and life and refuse to perceive the dangers faced by a teenager, unsupervised and unprotected in the cold environment of the city. When they come face to face with the reality, it becomes simple for a smooth talking person who pretends concern and affection, to quickly indoctrinate the child into prostitution and/or pornography. Once the child is initiated into the business, fear, intimidation, violence, misplaced infatuation, drugs, financial dependence and shame are the means by which she is maintained in the environment.

LEGAL CONSIDERATION

Every attempt to decriminalize prostitution, marijuana use, remove all restraints on publication of pornography, opening movies and TV to programs which glamorize sleazy street life, undermines the value system of society. The Juvenile Justice System has been emasculated and has been forced to abdicate its responsibility for dealing with the problem.

Well meaning citizen groups and legislatures responding to their pressure, have opted for freeing children from reasonable restraints, making it impossible for parents or the courts to establish controls.

The Juvenile Justice and Delinquency Prevention Act of 1974 was well intentioned and directed toward improvement of services to juveniles, while reduing the punitive impact on children. However, by mandating that status offenders could not be mixed with delinquent children and that they could not be detained, but could only be held in non-restrictive shelters, it severely reduced the authority of the court to deal with incorrigible and runaway children. The vast majority of juvenile court judges condemn this policy, which has been adopted by most state legislatures in order to come into compliance with federal funding regulations. It, in effect, means that no child can be held as a runaway and with the difficulty of proving prostitution, no effective means is available to place children in a health environ-

ment. In response to a strong effort by the National Council of Juvenile and Family Court Judges, the Congress amended the Juvenile Justice and Delinquency Prevention Act, in November, 1980, to permit a dependent child to be detained as a delinquent if he has disobeyed a valid court order. Pennsylvania, for two years, has had legislation pending to return such authority to the court, but strong pressures from selected groups has stymied the change, despite almost unanimous support from Juvenile Court Judges. Also, despite the clear mandate of the Congressional Amendment, the Department of Health and Welfare, Office of J.J.D.P., is attempting by establishing new regulations, to undo the valid court order amendment.

At the same time, the promise to provide runaway programs, hot lines, halfway houses, shelters and counseling which were to deal with the problems of runaways never fully materialized, and those programs which did get off the ground, now face extinction because of budget reductions.

It is clear that incest relating to children 10 to 14 years of age is the most rapidly increasing area of child abuse and it is second in numbers only to assaults on children. The decline in the economy places greater pressure on families including increase in drinking, mental health problems, and divorce. Under these circumstances, we can expect a continuing escalation in prostitution and the availability of children for pornographic purposes.

NEEDED CHANGES TO RESOLVE THE PROBLEM

The approach to the problem must include the three traditional levels of prevention:

(1) Primary, which deals with the underlying conditions in society which contribute to child abuse, family breakdown, and cultural acceptance of child prostitution;

(2) Secondary, which seeks to prevent abuse in high risk families by identifying them and providing assistance before actual harm befalls the child;

(3) Tertiary—here we would seek to interrupt the deviant pattern once abuse has occurred or the prostitution identified—provide treatment to prevent recurrence.

Secondary and Tertiary prevention lies primarily with delivery of direct services by state and local governments. With the curtailment of funds or reliance on block grants with competition by many programs for limited funds, it is unlikely the state can be effective. Primary prevention has to do with the restructuring of society and its institutions. This obviously is an undertaking which is beyond the scope of local government and in fact, the Federal government has arrogated this role to itself. Producing a coherent and long term commitment to stable family life, work toward full employment, increased education for parenthood are all matters (a few among many) which can aid in overcoming the problem.

In addition, in the magnet centers for prostitution and pronography, a concentrated effort must be made to take these children off the streets and to drive the pimps and procurors out of business. This unquestionably will require federal assistance, reciprocal arrangments between states and a specialized training of police and counselors to effectively manage the problem. I know in speaking to many Judges, police officers and social workers, that all attempt has been abandoned to deal with the problem because it appears tht government at all levels has looked the other way and will not support intervention. It is also a fair reading of what some children's rights advocates believe—that as between the juvenile courts and state intervention, they would prefer the children be left to the pimps and the drug-pornography merchants. Without concerted, reasoned leadership by government, the epidemic will become a firestorm of child destruction.

Mr. MURPHY. Mrs. Kozey, the director for the Center for Victims of Violent Crimes, located here on Liberty Avenue in Pittsburgh.

STATEMENT OF PAMELA KOZEY, DIRECTOR, CENTER FOR VICTIMS OF VIOLENT CRIMES, PITTSBURGH, PA.

Mrs. KOZEY. The problems of child pornography and prostitution are pretty much hidden ones that we don't even like to talk about and we don't want to know they exist.

I think one of the reasons that we don't want to know is if we know it, if we believe it, then it is incumbent upon us to do something about it.

In many cases the professionals are gasping but what do we do about it? I think it is apparent that it is a mammoth problem.

I would like to illustrate to you with a little story. The story I am going to tell you I think illustrates a lot of points. It is sort of a classic in child pornography and prostitution. It is one that took place in Pittsburgh a few years ago. An organization that was set up primariy to help children from broken homes or families that were in distress would take children in during the day or after school hours and provide recreational activities for them.

It was used pretty much as a recruitment center for the director of this organization who was getting young boys and girls, primarily girls, to be involved in pornography sessions that would take place on another floor in this building where he had his place for children.

He even trained a little 10-year-old boy as a procurer for him who would go out and try to recruit some others, primarily girls, to be involved in these photographic sessions. And we are talking about pretty hardcore pornography when we are talking about these sessions that were going on.

He also took some of the girls to nudist camps. They were told to tell the people at the gate or at the door, "I have never been to one so I don't know exactly how it is," that the man there was their father and that the other men who were involved were uncles or business partners or whatever, but one of the men there had to be a father.

Eventually he prostituted these young girls, sent them out to various motels in the area where men would meet them and engage in sexual activities with them.

Mr. MURPHY. What age did he take the children?

Mrs. KOZEY. Anywhere from age 10 to age 15, and he was primarily looking for kids whose parents really didn't pay too much attention to them, where they were going and what they were doing and in many cases he also chose young girls who were intellectually limited, weren't very, very bright kids.

The way the police discovered him was that one of the girls' families took in another family whose home had burned to the ground and almost immediately upon entering the home the mother in this family said, "something's wrong here, something's going on. These phone calls aren't right. Her associations with the people at this home are not right." So she confronted the girl and the girl told her what was going on. The police were eventually called in and everybody became aware.

I don't think everybody knows the full extent of what was going on there and I don't think we ever really will but we became aware of what was going on. The police moved in. Charges were brought against the man and some of the other younger men who were involved in pornography sessions and after that point the defendant started to make contact with the father of the girl who had initially spilled the beans about what was going on and offered at one point to make an exchange.

He would give this father a new car if the father would tell his daughter not to prosecute, not to press charges, not to testify against him in court.

The police moved in on that one and then very shortly after that the next one was that the defendant wanted to marry the 14-year-old girl so that as his wife she could not testify against him.

It was at that point that she was removed from her own home and placed in the local child welfare shelter.

That story illustrates several points. One is that people who are involved, and I think the thread has run through a lot of the testimony here, the people involved in child pornography and prostitution frequently pass themselves off as child helpers, do-gooders. They look for children who are vulnerable. By vulnerable I mean they frequently come from broken homes or they may be limited intellectually or they come from a home where there is little or no supervision or where their own parents have abused them, and they quickly find this out from the children.

We cannot count on parents to be the ones who are watching out for their own child's welfare. In this case the parents had no idea what was going on with their children and it took a neighbor to move in and say, hey, there is something wrong here, and be the one to blow the whistle on this guy.

Mr. MURPHY. Why don't you think parents can spot this? Are they too trusting? Are they not caring?

Mrs. KOZEY. I would say in this particular case and in many others, it is neglect. They don't really care about what their children do as long as they don't bother them. If they go out and cause trouble for them that is another thing, but if their children aren't bothering them, then they ignore them totally.

We also find that this parent not only didn't discover what was going on, but also then was implicated in a deal that would get his daughter, in this case it was the father, to get his daughter not to testify against the pornographer.

So as I said before, we cannot really count on parents to be the ones to protect children.

I also think in here that it is real apparent that pornography and prostitution of children is so interrelated that it is very, very difficult to see where one ends and the other begins.

I think it is a subject that really has to be taken together and I am glad that we are doing that in these hearings.

There is a move on right now to change child protective service laws to make them less intrusive in the family. They feel somehow they want to protect the family unit. I find that a very frightening trend because what we are doing is making it much harder for those people on the outside of the family to protect the children who are inside a family, and I would encourage you to object to and to oppose any laws that would make it more difficult for child protective services to operate.

I also find that there is one other area. In our work we do a lot with incest victims and also with children who are sexually assaulted by strangers as well as other acquaintenances.

Our problem is in the testimony of children. Our system works, I think, in a very odd way. Juvenile Court is set up to take care of those children who are accused of committing crimes to see whether or not they are delinquent. There are all kinds of protections set up for those children in the Juvenile Court system.

We bend over backward to make it easier and less traumatic on them. We take into consideration where they are developmentally. Yet, on the flip side of that coin when the child is the victim we have no special thing set up for that child. We don't take into con-

95-189 O - 82 - 4

sideration where that child is developmentally. We expect that child to be able to come into a courtroom, to testify, to react and to act as an adult, and when they don't they are penalized for it. And one of the penalties, if they don't pass a certain little test of competency, they don't even get to testify on their own behalf.

I think that we must change our laws to take into consideration where children are developmentally and how we want to treat them as witnesses when they are the victim as well as when they are accused of a crime.

I would encourage you, then, to support the laws that strengthen agencies such as ours and also those agencies that deal with children as victims and to oppose those laws that make it harder and make it more difficult for our child protective service agencies to protect the children in the families.

Mr. MURPHY. How is your agency funded?

Mrs. KOZEY. Right now we are getting title 20 money which is being rapidly cut off and also some preventive health welfare money, a very small amount of that.

The county has contributed as far as an in-kind match in space and some telephones. We also receive donations from private corporations and also foundations.

We are in a very precarious position and I don't know what the next 3 years will bring for our agency.

Mr. MURPHY. What will happen to your agency if the present concept of the Federal budget is adopted in Reaganomics 2?

Mrs. KOZEY. If that is adopted and there is nothing on a State or local level to replace it we will be out of business.

Mr. MURPHY. Are you the only agency in Pittsburgh that seeks out and services child abuse, pornography, or are there others?

Mrs. KOZEY. There aren't.

Mr. MURPHY. What I am driving at is, is there an agency to take your place if you are phased out?

Mrs. KOZEY. There are two other agencies in Pittsburgh who are involved in the very much similar way that we are and both of those agencies will probably suffer the same fate.

Mr. MURPHY. They are funded in a similar manner?

Mrs. KOZEY. Funded in a similar manner, yes.

Mr. MURPHY. Thank you, Mrs. Kozey.

Mrs. Lois Weidner, director of the foster care program at the Adelphoi Village at Latrobe, Pa.

STATEMENT OF LOIS WEIDNER, DIRECTOR, FOSTER CARE PROGRAM, ADELPHOI VILLAGE, LATROBE, PA.

Mrs. WEIDNER. Thank you for inviting me to speak today and I appreciate being here. After the investigations, we get the children out of the protective services referred to us. Very often they are sexually abused or just abused children and also they are children who come into our program because they have committed some kind of a crime.

Our services are multifaceted in that we are trying to work and we continually see a need to help families and to help kids. We presently have eight group homes. Two of the group homes for dependent children and six are for delinquents.

Mr. MURPHY. Where are your homes located?

Mrs. WEIDNER. We have one group home in Somerset County, we have five in West Morgan County and two in Indiana County.

Then in the foster care program we have foster homes in 11 counties and we recruit our foster homes only through referrals and not through advertising.

We try to get the best possible foster parents we can who are really loving, caring, and accepting people, and we have a family counseling unit that works with the natural families and as a means of prevention, of placement and also to help us to reunite the family and the kids as soon as we can through extensive counseling.

We have supervised apartment living for the 17- and 18-year-olds who cannot go back to their natural families and who need to prepare and learn social skills to go on their own.

We also have an expectant teen program where we can help girls who have gotten pregnant to make sure that they have the proper health care, to see to it that they make the best decisions for themselves and their babies.

They have to make their own decision but we try to counsel them the best we can to make their decisions. We try to teach them by having them in a foster home after they have the baby if they decide to keep it to teach them how to be parents, to teach them the parenting skills before they go on their own.

Our future goals in our organization are to have a community center where we can work with the entire community and to try to have a positive environment for mothers to come and talk about problems that they have, to have something for the elderly, to have something for the kids to come in to get off the street, have therapeutic recreation and individual counseling, to have motivational and inspirational type seminars. A lot of things to help people.

Mr. MURPHY. Would you inquire into the foster grandparent program in an effort to provide some assistance in your foster children program, some volunteer help? They would be block-granted too, I guess, but there is a foster grandparent program, as you know?

Maybe that might be an idea for you to bring in some older people and give them some cause.

Mrs. WEIDNER. Yes, we will. We think getting people together from all ages helps everybody to learn from one another. The thing that we try to instill in our youth is a feeling of worth, a feeling of building their self-esteem and knowing that they are somebody and that they can go on and that they don't have to fall into the negative atmosphere that they have been in the streets. In the group homes we develop a positive peer pressure where rather than the negative so that they can rise above that.

And also through our foster homes we give them good training. We are there every week. We are visiting the home every week to give the foster parents the support and really be there as the problems arise.

One of the most serious problems I see today is that of teenagers who have been runaways, who have had their first sexual experiences through incest with stepfathers, uncles, older brothers, and occasionally their own biological fathers.

Many of the girls have described to me their initial feelings of worthlessness and fear of telling anybody about this, not even saying it to their mothers at first for fear of what would happen, and also, how they began to believe that this is what they were supposed to do.

Maybe this was their role and this was what they were supposed to do when they became a certain age.

We have one girl who we only got to work with for 3 months because the court says you have 3 months to get this girl into an apartment, to get her a job, and get her on her feet because we are dropping her. And so this one girl I was concerned about.

We did all those things, we got her an apartment. We tried to teach her all the social skills. She did have a job. The job didn't hold up. They started to give her partial hours, tell her to call in each week to see how the time would be and she would find out that she only had 16 hours which wasn't enough to keep the apartment.

So I kept an eye on this girl even though she was released from our program because I had a concern for her and eventually she moved into a motel. And as soon as she moved into a motel and I knew there was pimp involvement even though I had no proof of that, I knew there was, I invited her to come into my home.

We discussed prostitution and how she felt about it and she described to me her fear of being involved and the fear of turning out like her mother because she said her mother was a prostitute who has been married four times. She says that they make you feel so worthless. They tell you that you are nobody. You can't get a job. You can't do anything without me. I can help you to get ahead in this world and I can give you nice things, nice clothes, fast car rides, all these nice things I can give to you. I can make you feel like you are somebody.

And she says you begin to believe that you are nobody and that you can't get along without them, that that is the only way you can be a success, so to speak, is to follow their way.

But if you don't do as you are told, she said they would smack you around or throw you down on the floor.

So, she is struggling now to overcome this and she is very appreciative of the support that she is receiving on a day-to-day basis and I use this example because it is close to my heart.

This is the third girl that I have had in my house for similar situations. The other two came into my home after they became pregnant and in all three instances they have shown improvement. But there have been a lot of girls who have been helped through other foster families who have been helped in other situations, but we are usually working with runners. They know that if they run that somebody's going to help them out and somebody's going to give them shelter.

So we have to go beyond waiting for the police to pick them up. We have to get out there and look for them and ask all the questions, because we know if a kid is on the run we can't help them. If they run out there somewhere we can't really do anything.

So Adelphoi has the dedicated people to go out there and really search them down and do the work themselves, rather than waiting for the policeman to do it. Very often it doesn't get done. We

try to bring them back as quickly as we can so that we can keep them on the right track and let them know that we care.

We are here to help them and not to hurt them, and to pull them out of prostitution because that is not where most of them want to be.

One girl I did mention who was 15 years old and having her fourth abortion and very anxious to go back to New York. She was the only one that I met who was anxious to go back to New York, who wanted to or at least appeared as though she wanted to be in that. And she did not come into our program because that was her intention.

I didn't know how we could help her if she didn't want any help. She only wanted to get back to New York so she could get back into prostitution.

But in most cases I see the girls wanting to come out of that and to rise above it.

We have had various cases of pornography, of parents who actually did filming of their children for pornographic type things.

We have had a lot of kids who have come into our program because the parents were on drugs, alcoholics, or prostitutes themselves, who were involved in motorcycle gangs and whatnot, the parents were. And some of these kids need intense counseling. They need ongoing help, ongoing support.

We have one little boy who is a psychosocial dwarf who was deprived in every way and taken advantage of. He is 7 years old and very short for his age and still has to be on ritalin because of his background.

We sometimes wonder can we ever undo what has happened to some of the kids that come to us. We give our best and we continually expand our program because of the needs that we see.

Mr. MURPHY. Thank you, Mrs. Weidner.

[The prepared statement of Lois Weidner follows:]

PREPARED STATEMENT OF LOIS WEIDNER, DIRECTOR, FOSTER CARE PROGRAM, ADELPHOI VILLAGE, LATROBE, PA.

Adelphoi Village is a multi facet child care agency in the Western part of Pennslyvania. Our home office is in Latrobe. Adelphoi services children and youth through eight group homes located in Westmoreland, Indiana and Somerset Counties. Adelphoi also has a foster care program, Families-Who-Care, which encompasses eleven counties, servicing approximately 75 children and youth. A Supervised Apartment Living program is another facet of Adelphoi Village which services approximately 12 to 15 youth between the ages of 16 and 18 years. Adelphoi also has a family counseling unit which counsels with biological families both for prevention of placements and to hasten a child's return home; presently servicing sixty families of Westmoreland County.

As Director of a foster care program for Adelphoi Village for the past five (5) years, each year I have seen the number of children and teenagers coming to our program with sexually related problems.

Teenage prostitution and promiscuity are very prevalent among teenage girls. Many girls seem to have their beginning sexual experience through incest with stepfathers, uncles, older brothers, and, occasionally, their biological fathers. Many girls have described to me that their initial feelings were of fear and worthlessness, which soon became what they believed was their role. Many of the girls ran away, knowing they could get shelter, clothes, food, etc., if they prostituted themselves.

One extreme case was a girl who had been referred to us at age fifteen (15). She was planning to have her fourth abortion so she could get back to New York and continue her life of prostitution.

Another girl who had been taken advantage of by her mother's boyfriend, had run away and lived with a 23 year old man for six months; she was only (13) thirteen years of age. This particular girl has struggled with prostitution and the fear of ending up like her mother, who has been married four times and is presently a prostitute. Now eighteen (18) years old, she is desperately trying to make a new life for herself. She shares with me often how easy it would be to fall back into drugs, prostitution and failure in general, without continual support and reinforcement from her boyfriend and myself. It is very easy for her to feel unloved, depressed and give up because, "I'm not worth anything anyways." She often speaks of her mistrust of all men and her feelings of being used by so many men who she believed, or hoped, loved her.

She speaks also of how pimps repeatedly told her that she is a nobody and could never make it in this world without them. Nobody else wants you or can help you but me, they told her. They promised her love, money, nice clothes, etc. She said they would take her to the store and buy her a couple of nice outfits and presents to really treat her "nice". She would become convinced that the pimp was the only one who loved her, that she was worthless and helpless without him. Carrie related to me, "Each pimp I got involved with made me feel as though he loved me, really cared about me, and wanted to help me become successful. Although, if I did not do as I was told, they would smack me around."

"If you and John hadn't kept in touch with me, continually trying to take me out of my situation and eventually to live with your family, I probably would be stuck in that today. I still need your daily reinforcement of me and to read positive books to help me develop by self worth. I struggle to overcome my nothingness and fear of ending up like my mother," she confessed. This case is one example of many. She is close to my heart because she is presently living with our family, trying to get on her feet again through seeking employment or schooling and building her self esteem within a positive family environment.

Two other girls who were in similar situations, yet very different, and also are close to my heart as they were also foster daughters, were Dee and Sis. Dee was from an upper middle class environment. Sis was from a middle class family. Both parents were divorced. Sis ran away from home on Christmas day at age eleven (11). She had been sexually abused b her stepfather. Both Dee and Sis during their early teens were involved with drugs and sexual activity. Sis prostituted herself until age seventeen (17) when she had become pregnant to a 38 year old drug pusher who promised to raise her out of the gutter, give her a future filled with materialism, yacht rides and love. Sis struggled to make the decision to have her baby in spite of the pressure she received from him to have an abortion. When she wouldn't have the abortion he lashed out at her in anger and name calling and refused to have anything further to do with her.

Dee and Sis both became pregnant at age seventeen (17) and today both of them have completely reformed their lives. Dee is a mother of two children, a committed Christian who is now helping other young people with similar problems. Sis is attending school for accounting and has been on the Dean's list each semester. When her baby was eighteen months old she decided, out of love for her baby, to give him up for adoption. She did not want him to experience the same lifestyle she had and she recognized her limitations in providing for him financially and maternally.

The experiences of these three teenage girls are not unique, in that many teens today are taken advantage of by so-called "adults" in our society. It is the teen years which are vitally important in the development of one's self esteem and identity—the difficult years (age 12 to 18) when one is so impressionable. It is during that critical time that the teens fall prey to "pimps" who preach their perverted concept of "love"—nice clothing, fast cars, alcohol, drugs and sex. These items are "freely" given to the girl until she is "hooked", dependent on the pimp. She is special and worthwhile only because he cares. Soon this relationship changes; now she must earn his "love" through prostitution.

One can imagine all the events that may occur during this period—we have heard it on the radio and read it in the newspaper. Let us examine the message the teen is receiving, the lessons they learn, the questions in their minds:

1. Who am I? What am I?
2. What is love?
3. Who can I trust?

As I stated before, the three stories are not unique in relating the tales of teenage prostitution. What is unique is the fact that these three were able to turn their lives around, to care about themselves, believe in themselves, and begin to trust others. Why? Because someone showed them the real meaning of love, and said, "I care about you; you are a good person."

Some of the services that are needed to provide for teens with similar problems are: (1) good and dedicated foster homes, (2) community center, (3) positive support groups, (4) group homes, (5) family counseling. Community Centers should provide individual counseling, support groups, therapeutic recreation, and involvement with all ages to learn and develop.

I see deep emotional problems in the children who come from incestuous families or where children were used in pornographic filming etc. Children who were exposed to immorality, drug and alcohol abuse by parents are definitely affected, mentally and developmentally.

Of all the cases we deal with, it appears to me that clients coming from such perverted backgrounds need years of counseling and support just to begin to accept themselves and build their self-worth. With some of them, I wonder if we can ever undo the damage that has been done and bring them to where they can ever be normal, healthy adults.

Mr. MURPHY. Mrs. Ruth Richardson, executive director of Three Rivers Youth here in Pittsburgh. Mrs. Richardson.

STATEMENT OF RUTH G. RICHARDSON, EXECUTIVE DIRECTOR, THREE RIVERS YOUTH, PITTSBURGH, PA.

Mrs. RICHARDSON. We do have a network of net homes and have recently been the recipient of a national competitive award which will enable us to develop a comprehensive service because most of what you hear me recommend here will be comprehensive services where teenagers can get service immediately and not have to go through several bureaucratic avenues to obtain them.

The extent of the teenage prostitution, any extent of it to me is more than we should tolerate.

If you look at it rather logically, prostitution is a business to somebody so they have to profit from it. No business that I know of today exists if they can't make a profit.

If you are talking in business terms which I have been harassed with lately in terms of cost effectiveness and so forth, the teenager is the most vulnerable and most easily accessible and most cost effective way for people in prostitution to make their profit because that teenger often is involved in running away from seemingly unresolvable problems, conflicts, loneliness, harsh childhood experiences, parental neglect, and abuse, sexual abuse and repeated failure in school and society.

In most of my years of working with teenagers I have seen this as a battle and actually it is a struggle about who can win the trust and confidence of that vulnerable teenager at a time in the developmental period of her life when she can either be led into deviance or a positive sexual role.

We are battling against the enemy who are the individuals who profit from prostitution .

Let's look at the skills. They have the tools, the money, the skills to draw this vulnerable young girl, or boy, as we have been talking about earlier, into their clutches. They have developed the skills to perpetuate fear and insecurity under the guise of love and acceptance.

So I see this as a war zone that we have not placed importance on in terms of defending ourselves against it.

Most of the available services for teenagers carry labels and the youngsters do not have access to those programs until the problem is well entrenched. Once the girl is labeled there may be funding sources for short periods of crisis and these are the ones that go on

and on. Programs that try to get to it before the girl is entrenched, come and go with funding favorites, I would say.

The problem is a complex one, especially with teenage girls, because when they get into prostitution or get into activities that lead to it, they are not hurting anyone. They are not in the way of society as with crime and shoplifting and that kind of thing gets into the way of society.

I have seen girls who we have worked with and tried to struggle with like the one you mentioned from New York and they really want to make it and to improve but we are fighting against the pimp that is on the street. And I have seen the girl reach out and say, here, I want to go with you. And the pimp is over on the other side reaching out his hand.

The girl does not find the protection she seeks as she makes that struggle because very often there is nothing we can do.

To find this protection she has to be strong enough, brave enough, secure enough to identify, prosecute and destroy the only force that in her perception has been her defense against a feeling of rejection and a revenge against her abuse.

In other words, you are asking her to be brave enough to destroy all of that. If she were that strong she would not be a victim and she wouldn't continue on self-destruction and we wouldn't be needed.

Another problem is the lack of the community all acting together putting pressure on this problem. Research in current literature warns against the effects of negative labeling and what such labeling does to young women and their self-image and self-esteem.

If any of you have young daughters, find out how long they look in the mirror and how long they take to dress when they go on a date, and you can understand that.

One attempt to work with adolescents and teenagers in a normal environment and not to ostracize or label is being systematically destroyed, that was the whole movement of the community-based group homes where we could work with them; where the labeling could be removed and you could work with them where they could maintain their dignity and self-esteem.

Recently, because of zoning problems and misguided efforts of neighborhood groups and planning departments and attempts at working with the young girl in this kind of way, are being nearly impossible.

Recently one city planning department advocates that the phone numbers and addresses of every group home serving young girls be advertised within 500 feet of each home and they set up a system where neighbors or anybody who notices any antisocial behavior from the girls in the neighborhood can complain to a public mechanism.

The girls then become vulnerable to the whole community. Identification of these homes is easy for any adult when they have positive intentions or negative intentions. Public hearings about small group homes for four to eight girls throw those girls into the spotlight, into the newspaper. And yearly hearings like institutionalizing never did.

We take two steps forward and one step backward as we move into the eighties. Tell me how do you develop self-esteem for an

abused child by making her a yearly public issue and a daily participant in a fishbowl? Everybody is saying that is where they live. They become prey and everything else.

Let me move on to the types of services I think are needed and most of these people have alluded to them. But I would like to underline that access for early intervention for adolescent girls is needed as through the parental system as you describe and from the time when a girl is in the developmental stage that you can have enough influence.

Then treatment service is needed for girls once they have become a victim and they have been identified. Once you identify that a kid has been a victim of child abuse, you have to start there and put in heavy services and not stop because it has had a traumatic effect.

Then protection is needed from further interference by those who continue to victimize or take advantage of the girl's plight. If you are working with her and a pimp enters the picture then you are going to need help to stay in there. So we need the protection fortified there.

There also must be mechanisms, and this is a big barrier, for integration of funds that are allocated and provide services . There must be some way that the agencies can act together to provide the services when they are needed at the time of need.

If she discovers a child being abused and a girl that is on the verge of going the other way and that girl hasn't made any disturbance, hasn't gotten in trouble with the law, hasn't been proven to be neglected legally and goes through child welfare, we can't help her. We have to wait until she comes through the system and somebody says she fits this funding course and then if her father is not old enough maybe she can't get in there, which has no relevance to her need at that time.

We need programs that emphasize development of self-image, self-esteem, that stress sex role counseling, vocational counseling, and so forth.

I think the important priority that we need to deal with is the priority on the kind of adults we choose to develop to work with a young girl. In industry and business, even in Congress and so forth, you don't try to build and develop products without experienced engineers, architects and skilled personnel.

You don't even send people to the Moon without preparing them for the task.

And if you look at all the current literature about management, et cetera, you see that management is concerned about the stress of the people who do their work, et cetera.

We don't seem to pay this much attention to the people who replace our young kids with, I think that mission we even talked about. The word mission sounds like something religious or it has to be good.

Even some adults who are well-meaning do not understand the nature of this kind of girl. It is a very sensitive area and if we don't pay attention to the ongoing training of adults wo have to deal with this, then we are not doing as much to train the people who work with our kids as the prostitution business is doing to train their recruiters.

I have a lot of suggestions for the kinds of programs, but I think you heard some of those.

Another point I want to make is sometimes when I am in my office at night I get all kinds of calls because the name of our agency is Three Rivers Youth so nobody really knows if you look at it in the phone book. We get all kinds of calls of girls saying, "Miss, I need help. Can I come over there?" Et cetera.

They need that help then. And I cry every time I get one of those calls because 2 or 3 days of waiting while they get processed through that system to see whose money fits their problem, determine if they fit a label, to determine if their parents are able to pay or if their Blue Cross has run out, or whatnot, it is too late.

The recruiter for prostitution has no such elaborate system. He reaches his hand out and he says, "Here I am."

We need a defense budget at home for our war against one of the oldest businesses in the world, and they were here before the Moon exploration was.

Mr. MURPHY. Thank you very much, Mrs. Richardson.

[The prepared statement of Ruth Richardson follows:]

PREPARED STATEMENT OF RUTH G. RICHARDSON, EXECUTIVE DIRECTOR, THREE RIVERS YOUTH, PITTSBURGH, PA.

I really don't have vast statistics that will describe the problem for you in a neat package. I suggest we review the problem logically. My perception of the extent of the problem is as follows.

Any extent of teenage prostitution is more than we should tolerate, because its effects grow like cancer from one girl to another in need and into future generations. The very fact of its visibility means that there is more unseen, because this is a business to someone, and the teenager is the product being sold. Most businesses exist for profit; therefore, if that profit is not being made, the business wouldn't exist. Prostitution is an old business which has survived.

The high-risk teenager is the most vulnerable and most easily accessible and a most cost effective way to make a profit for the persons making this their business. Very often the teenager involved is running away from seemingly unresolvable conflicts, such as loneliness, and repeated failure in school or society.

In my 35 years of experience in working with teenage youth, I've often seen the struggle as a battle of who can win the trust and confidence of the high-risk girl during the developmental period in her life in which she can be either led into deviance or into a successful female role. The enemy is the system and/or individuals that profit from prostitution. They have the tools, the money, and the skills to draw the vulnerable young girl into their clutches. They have developed the skills to perpetuate fear and insecurity under the guise of love and acceptance.

We have not recognized this as a war zone, we have not placed the importance we need to on the vulnerability of the troubled adolescent girl. Most available youth services for girls with problems, carry labels which prevent access to the girls until the problem is well entrenched. Once the girl is labeled; there may be a funding source for short periods of the crisis. The labels may be "suicide," "juvenile delinquent crime," or a "victim of violent crime." Usually the "pimp" reaches the girl before they qualify for these labels or are identified by society. The traditional youth services for girls are not prepared for the girl with problems, and their very structure and definition often excludes them. When we do provide services after the girl becomes a vicitm, we tend to segregate her in institutions, which drives her deeper into dispare, into prostitution or to self destruction.

Perhaps we need to consider designing services for girls that treat her as a victim to be helped out of the traumatic situations which have been perpetuated upon her, and less as a person who needs to be punished for a crime.

The problem of teenage prostitution is a complex one. There seems to be a double standard in regard to the age of maturity of girls versus boys. An unusually high proportion of preventive, treatment, and correctional services for youth are aimed at boys. Activities that boys get into which cause attention to be focused on them by society, are usually ones which invade the privacy of others or do harm to someone else. By contrast, activities that girls get involved in that lead to prostitution or in-

volve prostitution do not invade privacy or have direct affect on the public's daily lives.

I've had many years of experience of working with girls in community settings which have pointed up the vulnerability of the high-risk adolescent girl. Development is a critical issue. A girl is usually in a transitional stage of development in early adolescence. It is not easy to reach the young girl who has been a victim of abuse. I've seen girls on the brink of being helped, torn by the pull of the "pimp" with threats and bribery. I've seen that girl reach out to the helping hand of society without finding the security or protection. To find this, she must be strong enough, brave enough, and secure enough to identify, prosecute, and destroy the force that has been her defense against the feeling of rejection and a revenge against her abuse. If she were that strong she would not be a victim and continue on a path of self destruction. We as an agency have often made complaints to the law about much older persons taking advantage of young girls sexually. If you can't prove you saw them in the act, practicaly nothing can be done. If the girl won't make a complaint and she is 14 years or over practically nothing will be done. Even when we've obtained help from the law to prosecute in the case of a girl about 16 or 17 years of age, she was usually 18 before the guy came to trial. Young girls are free bait as long as they are willing accomplices. There is no protection from the adult who prey on the young in such a way that he gains cooperation of the vulnerable victim. We need help from that are clear that protect the young girl and deter those who would prey on her.

Another problem is the lack of the community acting together to solve the problem. Research and current literature warns against the effects of negative labeling and what the permanency of such labeling does to young women and their self image and self esteem. One attempt to work with adolescents in a normal enviroment with positive role models is being systematically destroyed—that is the community-based group home. The original idea for the community-based group home was the provision of service that was well integrated in society—a service that allowed youngsters to be treated without labels, in a manner that helped them maintain their dignity and self esteem. Because of zoning and the mis-guided efforts of neighborhood groups and planning departments, attempts at working with young girls in the community where they can be helped is making the efforts nigh to impossible. Recently a city planning department advocated that the phone numbers and addresses of group homes serving young girls be advertised within 500 feet of each home. Neighbors were encouraged to criticize any antisocial behavior observed through a public mechanism. Each girl in this situation is labeled in the process and pointed out as different from other girls in the neighborhood. Identification of these homes for any adults with wrong ideas is made easy and simple. The girls become vulnerable about small group homes for 4 to 8 girls throw them into the spotlight, into the newspaper and yearly hearings like institutions never did. We take two steps forward and one step backward as we move in the 80's. How do you develop self esteem for a abused child by making her a yearly public issue and daily participant in a fishbowl with different living rules than her counter-parts in the neighborhood?

Types of services needed—The types of services needed for young girls fall in three categories: (1) access for early intervention for adolescent girls is needed, (2) treatment services are needed for girls once they have become a victim and have been identified, (3) protection is needed from further interference by those who would continue to victimize or take advantage of the girl's plight.

First, you must recognize that the greatest barrier—no matter what you decide—is how funds are allocated to provide services. There must be mechanisms for intregration of funds or the ability of agencies to act together in providing resources. Girls ought to be able to receive services by need, at the time of need. Comprehensive services need to be available. Creative ways of providing extension services through traditional programs need to be developed. Early intervention and services to parents while the girls at home and when problems are identified in the early school days needs to be given at that time. Very often there are no funding resources that allow for voluntary participation in treatment services. Funds are also needed for follow up support for some girls once they reach 18, that age does not necessarily free them from their vulnerability.

Services to victims—We need programs that emphasize development of self image, self esteem, that stress sex role counseling, vocational counseling and supportive help services that provide an atmosphere of security, with positive role models. Girls need access to such program on several levels. They especially need it when they are scared and afraid and things just aren't going right. We need to ge there before someone beats us to it—the prostitution recruiter.

I believe that the most important priority we can place in dealing with the problem is the priority on the kind of adults we choose to develop to work with the young girl. In industry and business we don't try to build and develop products without experienced engineers, architects or skilled personnel. We don't send men to the moon who have not been prepared and trained for the task. We pay attention to not only their skills and their formal training, but their stress levels, their motivation and their potential for growth. Just scan all of the management material that is printed today and you will see the concern with the human development of the people who do their jobs in the business world. Gisela Konopka, a known authority on young girls, points out the importance of good parent education and the education of staff and volunteers. She says, "It's inconceivable that we continue to place the life, thinking and feeling of our youth in the hands of people who know less about them than the carpenter knows of wood." She further states that such training should not be purely intellectual, nor purely emotional, and it must be gimmick free. It must include as a minimum: (a) knowledge of adolescents with emphasis on the particular position of girls; (b) knowledge and appreciation of various cultures and economic groups and their value systems; (c) knowledge of our political system; (d) insight into oneself and one's philosophy about working with people; (e) skills in creating an atmosphere conducive to human growth which includes honesty with young people without being offensive. "Teachers, Youth Workers, Social Workers, and Correctional Workers can become significant to young people only if they are sensistive toward them, honest with them, and can offer in their work with them more than the raised finger, the moralistic talk, harsh confrontation, or information without allowing them to raise questions." [1] Ms. Konopka also recommends that girls who have been subjected to severe violence, rape or other harsh treatment should not be segregated. She encourages more youth agencies to actively recruit girls who seem difficult. She talks of many other recommendations based on her studies of young girls which are too extensive to mention here.

I've found in my long years of experience, and our current experience in working with girls with emotional problems, 80 percent of whom have been victims of child abuse, that training of the adult worker is of prime importance. I'm talking about training that involves the ongoing participation of treatment staff that enables them to do the job better than their competitors (the recruiter for prostitution).

Industry and business place a high premium on the ongoing training and development of their human work force. Should we do less for our young and the mothers of the next generations? Shouldn't we consider each adolescent victim the mother of the next generation and the investment in her treatment as prevention for tomorrow? There should be more emphasis on training and selection of adult workers for girls.

I suggest programs for intensive treatment of girls who have been victims of child abuse, incest, and forced sexual activity. Programs for girls with multiproblems, running away and family disruption should include drop-in counseling centers, day treatment for girls within their own homes, group homes, foster care and hot-line services linked with every resource available as well as follow up support as they go on their own. All of these type of activities should be monitored for the depth of work and the results with girls. Work with girls is very different from work with boys, and requires special sensitivity and expertise. Ongoing consultation and counseling for teachers who deals with girls on a regular basis is, for counselors of parents of young girls, and for other people who work with girls in traditional programs should be readily available when they are faced with problems that interfere with their provision of service. Often when I work in the office at night, I get calls from girls in trouble wanting to know where they can get help. They need the help then. Two days of waiting while they are processed through a system to determine if they fit a label for funding is often too late. The recruiter for prostutution has no such elaborate system; he reaches his hand out and says, "I am here." We need a defense budget at home for our war against one of the oldest businesses in the world.

Bibliography

Voliano, James & Boyer. *Sexuality of Deviant Females: Adolescent and Adult Correlates.* Journal of National Association of Social Workers, Volume 26, #6.

Konopka, Gisela. *The Adolescent Girl in Conflict.* Prentice Hall, Inc., Englewood Cliffs, N.J., 1966.

---

[1] Gisela Konopka, Young Girls: A Portrait of Adolescence, (Prentice Hall, Inc., Englewood Cliffs, N.J., 1966).

Coleman, James C. *The Nature of Adolescence.* Methuen, London and New York, 1980.
Konopka, Gisela. *Young Girls, A Portrait of Adolescence.* Prentice Hall, Inc., Englewood Cliffs, N.J., 1976.

Mr. MURPHY. I guess I have one question which would be addressed to both you, Mrs. Richardson, and Judge Tamilia.

We talk about intervention at an early time of the abuse but how do we intervene when we are constantly attempting to improve the security and protection of each individual person and family's rights to privacy and otherwise?

How do we penetrate the barrier? On the one hand we are trying to preserve their privacy and on the other, we are trying to detect with early intervention.

Judge TAMILIA. Well, I could probably answer that. I don't see those things as being mutually exclusive. Every juvenile act in the country has a preamble that says that the primary purpose of the juvenile act is to preserve the unity of the family.

But once that unity is broken by virtue of mistreatment of the child, then another set of presumption arises, which is that the child must be protected.

You know in this country up until maybe 20 years ago there were no child abuse services nor real recognition that there was child abuse. As a matter of fact, in the early days of this century if you had a child who had a broken arm or a fractured skull and was obviously mistreated by a parent, you had no place to go. You went to the humane society where they had treatment and protection for animals in order to get some treatment and care for children.

So it seemed kind of stupid that you could protect a horse from being beaten and a dog from being kicked, if you couldn't protect a child from having its skull fractured or from material deprivation and all the other things that go into child abuse.

So the balance between the rights of the child and the rights of the parents have got to be established, and I think over the last 20 years these standards had been pretty clearly established.

I had no problem with that, and I have dealt with many thousands of child abuse cases. Petitions were filed. There were formal due process ways. The proof has got to be there, established with clear and convincing evidence. The agencies have to come in with medical reports with verifiable incidences of abuse and a judge will have to hear that case and make that determination. So the rights of the parents are protected.

Intervention is possible and then with the reporting systems that have been established throughout this country by virtue of the child abuse laws that came into existence in 1965, teachers, doctors, child care workers, everybody who has some legitimate function in dealing with children has a responsibility to recognize and to acknowledge when a child appears to be abused and to report that abuse to a central registry and then this is how the child gets into the system.

I think it works effectively to a great extent.

Back in about 1965, I think there might have been seven or eight cases of child abuse recognized in Allegheny County. Last year there were 1,400 cases. The recognition is there.

The biggest problem is not in recognizing child abuse because I think in the area of neglect and child abuse you will bring to the fore only those cases which you have services to provide for.

And when you don't have services, and we are seeing that now, as the services decline you will see a decline in reported child abuse.

The same as in police enforcement or law enforcement work. As the courts turn aside cases we can no longer prosecute a kid for smoking marihuana, the police will no longer arrest him for having marihuana and you will see the same thing happening in the area of child abuse.

You have people now saying that incest isn't really so bad. It may have some beneficial values and why don't we just ignore it. You have people saying why don't we legalize prostitution? The problem will then go away. But under the law if you legalize prostitution for adults, what is not a crime for adults cannot be used to bring a child into court.

So if you say eliminate the crime for adults and you won't have the problem for children either.

The biggest problem is not intervention, it is what you do once you intervene. It is, of course, unreasonable to intervene if you don't provide the service.

We use foster grandparents extensively in Allegheny County. We use the group home systems.

The young lady, Mrs. Kozey, was talking about the family involved in prostitution. I had that case. I followed it for 4 years and that was a hell of a case, let me tell you, in terms of what we had to do to get that girl out of that environment.

One of the two girls that came into court on that case went into a foster home and did tremendously well. This little girl that Mrs. Kozey talks about, we couldn't really get her out of the family. The father kept intervening. He wanted to have the marriage and the marital immunity and he eventually went to jail.

Unless there is some agency or someone to turn to, whether it is a group home or foster home, a Rape Crisis Center, Parents Anonymous, Parents United, which handles incest cases, if these services are not there, believe me, no one will see the problem. It will just be buried as it has been up until now.

Mr. MURPHY. Do you concur in that?

Mrs. RICHARDSON. I concur in everything he says and I think the most important thing is that from my point of view, is the important thing is what happens once we intervene.

I think society generally thinks that you can take the child for 3 months, put them in a job, put them in an apartment, and say you are through. I think that is the biggest mistake ever.

You figure it takes 4 years to educate someone in college for jobs. What makes you think it can take you 3 months to educate a child to live?

The other point I want to make is that there are times, and I think we can pinpoint this, that you can intervene in the family when they are ready to be intervened upon, when the child is little through your school situation, through your nursery school situations and when the child first gets in trouble.

And the problem is that the integration of these services and being able to provide services then aren't always available but the parent sometimes is ready at that point.

And the third point is that we, those of us in the field, including the Judge, can tell you right now who the high-risk parents are, the high-risk kids, and who will be in with the problem tomorrow. And that young girl that all of us discussed here goes out and has a baby, if you don't provide services right then and there, and continue them until she can completely wean away.

It will be her child next. This particular hearing will be repeated again 15 years from now asking the same questions.

Mr. MURPHY. Mrs. Kozey, I have one question for you right now. If we don't curb it in the initial stages, the intervention where the problem is, you did lay some stress on the recruitment process. The recruiters out there are very successful.

How do we combat this recruitment process, the pimp and the pornographer? Is this a Federal problem?

Mrs. KOZEY. I think that when you get somebody who is vulnerable to that and a lot of the vulnerability comes out of what happens to them when they are children growing up you will get someone who is vulnerable to the pimp or the procurer out there.

I think we can do a lot of this with the early intervention as well as education. We are starting to go into the elementary schools, the junior highs and the high schools with education programs around the prevention of sexual abuse. What you have a right to and what somebody else has a right to do to you and I think those are important.

I think building up that child's self-image to tell him I have the right not to be touched in a way that I don't want to be touched.

Mr. MURPHY. Have you had any parental objection to this type of limited sex education?

Mrs. KOZEY. We have had some. It has been small and sporadic but overwhelmingly we have had parents asking us to come in and talk with their children and in many instances that is mixed groups of parents and children.

They both want to hear what we have to say so they can go home and discuss it later. They need a starting off point. They don't know how to start talking about this and we provide that service for them.

Mr. MURPHY. Mrs. Weidner, funding for your group homes and foster home program, where does it come from?

Mrs. WEIDNER. Through the county agency which is State-reimbursed.

Mr. MURPHY. Is this a child welfare agency?

Mrs. WEIDNER. Yes.

Mr. MURPHY. There was a severe cutback on the funding from the State level, I understand, a couple of years ago?

Mrs. WEIDNER. Act 148 was eliminated.

Mrs. RICHARDSON. That was not eliminated. The funds to support it were eliminated.

Judge TAMILIA. You can have all the programs you want if you can find the money to run them. The States are not going to give it to you.

Mrs. RICHARDSON. That is right. We know what to do.

Mr. MURPHY. The grant that you received, Mrs. Richardson, was a Federal grant, as I understand it?

Mrs. RICHARDSON. Yes; but there is a loophole to that, too, because that grant is only designed to help us diversify and put some of these programs together to start them off.

If the community wants to take full avantage of that grant, then they have got to work together to make those services possible on an ongoing basis.

Mr. MURPHY. In other words, it will be a temporary matter and it will be then up to the county or the community to provide those services or it could phase out as well?

Mrs. RICHARDSON. Oh, yes. It won't even get started unless they cooperate now.

Mr. MURPHY. How about over in your county, Mrs. Weidner?

Mrs. WEIDNER. That is the same thing with us. We get grant money to start a program sometimes but we have to continue to get funding through the counties or it will close unless we can build up a large enough endowment through private funds.

Mr. MURPHY. At the present time I think your county is the applicant for the Federal funding. I think you are aware that it handles through there?

Mrs. WEIDNER. Yes.

Mr. MURPHY. Mrs. Richardson, I understand that you have been contacted by my home county of Washington to provide some services; is that right?

Mrs. RICHARDSON. Well, we already provide services. We have a group home in Washington County that has support of the McMurray Century Club there, et cetera.

We are in the same boat as most of them when child welfare funds got cut. Not as many youngsters are being served as they used to but we do have a group home that four girls—and many of the girls that we have helped have been in the kind of cases that have been described here today.

Many of them that have been through the home are successfully leading adult lives at this point.

Mr. MURPHY. Am I correct in summarizing our statement that if Federal funding is withdrawn completely, it has been severely cut but if it is withdrawn completely that you will largely be left defenseless in your war against child pornography and prostitution?

Mrs. RICHARDSON. Yes.

Mrs. WEIDNER. Yes.

Mr. MURPHY. I appreciate that advice.

If you would care to, we are going to have Officer Kleier now review for us his film. You have the film now ready?

Mr. KLEIER. Yes.

Mr. MURPHY. This is part of his investigation. As I understand it, it is very brief, 5 or 6 minutes.

[A video tape was shown by Officer Kleier.]

Mr. MURPHY. I want to thank the witnesses very much for cooperating with the committee, coming in and giving us your testimony.

We may be back in touch with you for additional information and guidance.

I also would like to express the committee's appreciation to Point Park College and Mr. Ryan who made all of the arrangements for us to be here today at no cost to the Federal Government.

We do appreciate all of you cooperating.

The hearing will now be adjourned until next Thursday, April 29, at 9:30 in the morning, in Washington, D.C.

Thank you very much.

[Whereupon, at 11:45 a.m., the hearing was adjourned, to reconvene subject to the call of the Chair.]

[Material submitted for inclusion in the record follows:]

[From Police Magazine, Jan. 1982]

Sexual Exploitation of Children: The Conspiracy of Silence

(By Gerald M. Caplan)

(Gerald M. Caplan is a professor of law at the National Law Center at George Washington University. He is the former general counsel to the Metropolitan Police Department in Washington, D.C. and the former director of the National Institute of Justice. This article is drawn from research that was supported by a grant from the Ford Foundation.)

Four days before Christmas in 1978, a group of police investigators appeared at the home of Johm Wayne Gacy, a popular, affable building contractor who lived in a suburb of Chicago. They had a search warrent, obtained because of evidence that linked Gacy to the disappearance of a local boy.

Searching the house, a detective found a trap door in the floor of a closet. Beneath the door were the bodies of three boys, and the bones of several more. By the time the police finished digging under Gacy's house and dragging a nearby river, the remains of 33 young men had been recovered. Half of them had been reported missing.

The crime shocked the nation. It, and the mutilation and murder of more than 25 boys in Houston, uncovered in 1973, have helped shape the popular consciousness about the sexual exploitation of juveniles. But the impression created of predatory, almost ritual violence is misleading. Most child molesters are non-violent; most are respected members of their community. In most cases, the exploiting adult, victimized child and, often, the child's parents are partners in a conspiracy of silence and mutual protection against the police.

That conspiracy makes it difficult for police to investigate child exploitation cases. But in most departments, there is little interest in undertaking such investigations to begin with. The predominant impression one receives from interviews with law enforcement officials is that they have not focused on the problem, or that they insist that there is no problem in their city. While there are special units to deal with the problem in a few cities, most do not have them. And some refuse to acknowledge that there is any child exploitation in their communities. Officials in Washington, D.C., for instance, say they do not have a special unit because there is no child exploitation or boy prostitution in their city. Said one officer, "Perverts don't want black kids."

But all the evidence suggests that there is a problem in every city. In 1976, the Los Angeles Police Department established a task force within its juvenile division to assess the nature and scope of sexual exploitation of children. Led by Sgt. Lloyd Martin, the task force in a short time came up with evidence of substantial sexual commerce between children and adults. Its conclusions were unsettling:

"During the first two weeks of the juvenile division study," a report of the task force said, "more than 300 local adults were identified as possible suspects in the molesting or exploiting of children under age 14. During the following weeks, additional information gained through surveillance and witnesses resulted in 34 crime reports, ten adult arrests, and two additional felony warrants. A total of 44 felony counts were filed against the adults, charging crimes against a child, sodomy, oral copulation, child-endangering, narcotics sales, and furnishing narcotics to minors.

"Seventeen juvenile victims were contacted. Eleven of those youngsters were under age 15.

"During interviews with the original victims, the names of approximately 50 additional victims and 30 additional suspects were disclosed."

95-189 O - 82 - 5

Best Available Copy

The task force (later to become institutionalized as the "Sexually Exploited Child Unit") felt that it had only scratched the surface. Officers from other departments who have been involved in major investigations feel the same way: There is a great amount of sexual activity between adults and children that is not uncovered.

Investigating such cases requires great sophistication on the part of the police. The potential for abuse through the use of undercover officers, wiretapping and even through blackmail is great. Many police supervisors are clearly apprehensive of these dangers. Investigating child exploitation cases also requires sensitivity by the police to the psychology of the victims, many of whom experience a combination of pleasure and shame as a result of their sexual involvement with adults. The investigating officer must overcome the child's anger at having an "affair" ended and the desire to protect a former "lover" to whom there may still be a strong attachment.

Those who are involved in investigating pedophilia emphasize that the fact that the children consent does not make the crime any less serious. The children involved are, by definition, victims. They are used to satisfy the adults' needs, not their own. They lack the capacity to decide matters of long-range consequence; there is no such thing as a consenting child. Though their conduct often appears voluntary, this is a measure of their own fragile grip on right and wrong, and of the adults' manipulative skills.

Officers should not be deceived if the children involved in such relationships don't seem at first glance to have been harmed. Sgt. Martin of Los Angeles says that, especially in the long term, child exploitation is "devastating" to the child. In the course of his work, he said, he has talked to many adults who were molested as children, and in many cases their lives were destroyed. "There was one woman who was 24-years-old and beautiful," he said. "But she couldn't stand to have a man touch her. She had been molested by an adult man from the time she was five-and-a-half years old. She had been to a lot of psychologists and psychiatrists and nobody seemed to be able to help her."

The Los Angeles Police Department was a pioneer in the field of investigating child exploitation. Two detectives with the New Orleans Police Department, Frank Wiecks and Ronald Carnatella, have done outstanding work in this field in their city. From their work, and from the slight body of sociological literature on the subject, a picture of the underground world of child exploitation emerges.

Pedophiles take a generous view of their behavior. They think of themselves as "child lovers," more sensitive to the needs of children than the rest of us, and publish tracts that argue the case for childhood sexual experience. There is even one organization, the Rene Guyon Society (named after a French sociologist with liberal child-rearing ideas) that holds, "Sex before eight, before it's too late."

Men with a sexual interest in children (women do not seem much tempted) express that interest in a variety of ways. Some become Boy Scout leaders or Big Brothers without ever abusing their trust. Largely unaware of their own drives, they are satisfied simply by being around children. Others content themselves by going through popular magazines for photographs of young boys or girls, and perhaps keeping a scrapbook.

Sgt. Martin of the LAPD has put together a profile of the child molester. The typical offender is white, middle aged, and usually unmarried, Martin says. He relates far better to children than to adults, and is likely to seek employment or volunteer work in places that provide an opportunity to be around children. He associates with others who share his sexual interests. He will prefer boys or girls, but not both, and may be rigidly specific as to age; children younger or older by more than two or three years will hold no appeal. In the company of a child, he appears too attentive. He dotes, displaying none of the boredom that adults experience when subjected to extended childrens' talk or play. Apart from his sexual behavior, he is lawabiding.

Observations from recent criminal investigations provide additional insights. First, to the outsider, the pedophile's pursuit of children appears monomaniacal; he is a man enslaved to a single appetite. The hunt for boys or girls is continuous and obsessive. A passing incident from the movie "Z" captures this: A man inquires or a friend who is staring up at a boy on a balcony in his underwear: "Don't you think of anything else?" The reply: "What else is there?"

During a Los Angeles police investigation, an adult offender described his encounter with two sisters, eight and ten years old, this way: "It wasn't long before . . . the girls were at the door to my room . . . I liked [the older sister] right away when she gave me a big smile and a friendly 'hello.' But when I saw [her younger sister], the skyrockets went off in my heart. I fell in love with her right then and there."

Best Available Copy

Pedophiles are great collectors. Officers are likely to discover a mountain of evidence—photographs, scrapbooks, mailing lists, newsletters, love letters, pornography--in their possession. Photographing the children seems an integral part of the sexual experience. "The pedophile photographs kids . . . to lower inhibitions of other children for his sexual gratification," says Sgt. Martin. "Or he uses pictures to show off his conquest to other pedophiles."

Pedophiles stay in close touch with one another. Ignoring obvious risks, they put their names on mailing lists, become pen pals, and exchange intimate accounts of sexual experiences. They publish newsletters on current matters. *Hermes* is one of these underground newsletters. A 1976 issue begins with a routine attempt at self-legitimation—quoting from a well-known author hinted to be a "child lover." The reference is to Charles Dickens' *Oliver Twist* and the quotation is out of context. On the same page, there is an erotic account that "many . . . readers will not believe was written by a 12-year-old boy." It describes his "exciting adventure"—a seduction, culminating in oral sex, with his "best friend," Chuck, a 27-year-old married man. There is also an advice-to-the-lovelorn column. A hesitant 21-year-old is counseled that all persons experience "the fear of approach," and that "if you are convinced that what you feel is wrong, then you have bought off the BIG LIE!" Readers are referred to perfectly respectable publications or films that have special appeal: "Be sure to pick up a copy of *Popular Photography's* invitation to photograph . . . with the picture of the little red-headed boy on the front cover."

Finally, there are the personals. They range from "remailing service for all your correspondence," to "PIE," the Pedophile Information Exchange, a London-based group working on "reform" programs. Some of the personals seek only "pictures or films of nude pre-teens"; others want photographs that feature "very strong action with pre-teens or early teens." About half call for face-to-face meetings; "2050-D REFINED MALE, 24, interested in meeting females 11 to 16 for photography and correspondence (with parents' consent where required)"; "2120-F WOULD LIKE TO MEET girls 10-18 for friendship or ??? Marriage possible. Phone # please. All answered."

Accused "child lovers" are often successful, even prominent members of the community. A sampling of cases gleaned from newspaper accounts illustrates this point. From the *Indianapolis Star:* An Army captain and a former Boys Club volunteer are charged with child exploitation after obscene photographs of the same 15-year-old boy are discovered in each of their apartments. In Ohio, a chief of police is indicted on 34 sex-related charges involving four youngsters, aged 11 to 14. A 23-year-old Boy Scout leader in Washington, D.C. is charged with having sexual relations with an 11-year-old member of his troop and with at least four other assaults on Boy Scouts and younger children. In 1978, a Suffolk County, Mass. grand jury indicted 24 men on sexual exploitation charges. They included a child psychiatrist in the exclusive Back Bay section of Boston, the retired assistant headmaster of a prestigious private boys school, a teacher at the same school, a psychologist and consultant to a mental health center in Boston and the president of an investment firm.

It is not surprising that so many of those arrested for child molestation hold positions of trust regarding the children they are accused of abusing. "There are many satisfying ways of making contact with boys, ways which are not only socially approved, but encouraged," *Hermes* advised its readers. "Whether or not you have a criminal record or other 'problems' in your past, there is very little chance that anyone will ever know your interest or check into your background. And it is rare, no matter what you have heard, for people to 'suspect' the man who is unmarried of improper activities or thoughts."

Major police investigations into the sexual abuse of children often begin by accident. An example is a large child exploitation conspiracy uncovered in New Orleans a few years ago. It involved about 25 men and more than 100 children, and had continued for several years. Yet it was not discovered until one of the participants unaccountably sent a roll of pornographic exposures to be commercially processed and the shocked laboratory attendant called the police. Even then, had the investigation been handled routinely, the case might have remained open, or produced a few arrests at best.

But the detectives who looked at the processed film noticed a copy of a Boy Scout magazine lying on the corner of a table in one of the pictures. That aroused their suspicion that there might be a wider pederasty network involved. They found, in fact, the Boy Scouts, Big Brothers and a local private boys' school were honeycombed with pederasts who helped one another in acquiring children. The investigation, at first resisted by those agencies, led to a wholesale housecleaning.

One reason that sexual exploitation of children is hard to uncover by orthodox police methods is the "complicity" of the parents. Although there are parents who

Best Available Copy

have no idea of the sexual involvement of their children, more often the opposite is true. At some level, the parents know.

At times, a man will court a woman simply to acquire access to her young daughter. The mother senses that something is wrong; her boyfriend's interest in her child doesn't seem quite right. But she suppresses the alarming idea that her boyfriend is stalking her child. If her circumstances are dire—if she is out of work or in poor health—she will want to hang on to the relationship, to believe the best, even if it means being deaf to the complaints of her child. From the child's viewpoint, this is a disaster; all is lost.

In other cases, the parents themselves are involved. The father may be a pedophile, exchanging sexual access to his son for that of another man's son. Or it might be simply a cash transaction. When money is involved, ordinarily the payment is small; the financial component seems incidental.

The adult's sexual overture is ordinarily non-violent. For the most part, it is a matter of courtship, not rape, the wooing may be prolonged, skillful, and ardent. The men pride themselves on their ability to establish a "love" relationship with the children. As Sgt. Martin observes, they talk "about [the child] in the same manner as one would talk about an adult lover or spouse." They want to believe that the child is reciprocating.

For the children, the experience is by no means an unremitting nightmare. Relationships form; affection for the adult develops. Many of the men were initially known as a trusted figure—an uncle, bably-sitter, friend of the family, mother's new boyfriend—and continue to be perceived that way. For some children, these men, Sgt. Martin says, are "the only individuals who have ever given . . . [them] affection and attention." One little girl told Los Angeles police: "He [the defendant] is my best friend."

The consequence is that the children do not simply tolerate these adult men, they value them. Being the center of an adult's universe is a novel and coveted status. At last they are important to somebody.

The reactions of those children to the sexual experience itself varies widely. Some do not like it; others are indifferent. Many enjoy themselves, particulary when it involves no physical pain. They like to display themselves to an admiring adult. They find the physical stimulation pleasurable.

In a long-term relationship between a child and an adult, the courtship is likely to take an unexpected turn. The hunter is captured by his prey. The young child, particularly one who has been passed from adult to adult, learns that he or she possesses great powers. A simple demand, a raised voice, a long face, can produce astonishing results. The man who seduces a child may wind up an enslaved lover, miserable and trapped by his obsession. The children become grandiose, inflated with their power to control grownups.

One suspect, for example, was a Big Brother in New Orleans, and part of the pederasty network police broke up in that city. He was initially "matched" with a 13-year-old, then with an 11-year-old. He made sexual overtures to each without success. On his third try, with a 14-year-old, he made a conquest.

Even under ideal circumstances, it may not be easy. Great patience is demanded. There must be a genuine empathy for the children. The training bulletin prepared by Sgt. Martin of the Los Angeles police counsels honesty in approaching the child. "Really listen" to him; appreciate that "it can take hours to establish the trust necessary to reveal the details of sexual activities," Martin counsels. And "be understanding (particularly of the underlying factors of the victim's involvement in sexual exploitation)." The bulletin adds the sobering advice that "during any interview at least two officers should be present," and in some instances "a female officer should also be involved" to afford "investigating officers protection against false allegations of sexual misconduct by a victim who subsequently becomes uncooperative."

Many police supervisors contend that they simply don't have the manpower to devote to sex exploitation cases. By this, they mean that their resources are more appropriately devoted to street crimes—rape, robbery, murder, auto theft—the kinds of fellonies that really worry the citizenry, that "affect the quality of life." Yet in other types of "consensual crime," like narcotics, gambling and pornography, the police devote enormous resources to investigating whether in fact a crime is occurring. They don't wait for a victim.

There is sufficient evidence to suggest that the sexual exploitation of children is not merely sporadic or marginal. Although the cases that end in violence are exceptional, it is not wise for a department to wait for another Gacy- or Houston-style mass murder case to develop before recognizing the problem.

Best Available Copy

Police agencies interested in discovering whether their communities have a sex exploitation problem do not have to go through complicated procedures to find out. Sgt. Martin of Los Angeles suggests that if a department is starting from scratch, one way to begin is to obtain a list of pedophiles recently released from prisons and state hospitals and place some of them under surveillance. "Child molesters cannot be cured," says Martin. "The majority of them are going to continue when they get out."

Once a department or unit has developed a few cases, Martin says, it is easy to make more. His unit started out with four officers in 1976 and a handful of cases. Now he supervises nine detectives, each of whom has at least five cases at any given time. Many new cases, he says, can be developed from old ones. Both the victims and the accused, he says, will often cooperate in identifying other suspects. "One child leads you to other children," he says. "Pedophiles associate with other pedophiles. When you find one pedophile, he may be tied in with pedophiles in North Dakota, South Dakota, Wisconsin. You may uncover 100 others from one person." The investigative process, he adds, is to obtain information on a suspected perpetrator and then watch him until you find his victim or victims.

Martin says that his unit has helped develop cases against pedophiles all over the country—indeed, as far away as Bangkok, Thailand.

Another way to uncover child exploitation, Martin says, is by increasing public awareness of the problem. He and his officers speak to PTAs and other community groups all over Los Angeles. "Every time we give a class we get two or three cases out of it," he said. Martin has also given seminars for other California police, for the FBI, and for local postal inspectors.

Martin has a sense of mission about his work. The children invovled in his cases, he says, "come from uncaring homes, unloving families. They are only seeking what we all seek, attention and love." They are often trapped in situations that they don't know how to get out of, he adds, and their parents are unwilling or unable to help them. "Law enforcement is all these children have," Martin says, and the police therefore have an obligation to take action.

Best Available Copy

Blank Page

TEENAGE PROSTITUTION AND CHILD PORNOGRAPHY

THURSDAY, JUNE 24, 1982

HOUSE OF REPRESENTATIVES,
SUBCOMMITTEE ON SELECT EDUCATION,
COMMITTEE ON EDUCATION AND LABOR,
Washington, D.C.

The subcommittee met, pursuant to call, at 9:30 a.m., in room 2261, Rayburn House Office Building, Hon. Austin J. Murphy (chairman of the subcommittee) presiding.

Members present: Representatives Murphy, Biaggi, Simon, and Erdahl.

Staff present: Clarence Norman, staff counsel; Gary Caruso, legislative director; and Tanya Rahall, staff assistant.

Mr. MURPHY. The subcommittee will come to order.

I expect to be joined very shortly by two other members.

I will give my opening remarks; then, we will have time for the two other members.

On April 20, 1982, the General Accounting Office and I released a report entitled, "Sexual Exploitation of Children—A Problem of Unknown Magnitude." I requested that this GAO report be commissioned so Congress could evaluate the effects and the protection of children against sexual exploitation as well as weigh the Reagan budget priorities in light of the problem.

The report contains a bit of good news about decreases in child pornography activities. However, the report mostly contains tragic stories of children 7 to 17 years old, both male and female, who today may have opportunities to end their prostitution enslavement.

Unfortunately, the Reagan administration "riffed" the only sexual abuse expert at the National Center on Child Abuse and Neglect, and in fiscal year 1983 has not requested the $12 million in discretionary funds for sex abuse projects.

I am afraid that in the near future, those children, trapped in a lifestyle of "pimps", "drugs", "johns", and "tricks" will not have their Government to turn to for help—for a way out of the filth and decay of this sexual subculture.

In 1977, when we passed a tough Anti-Pornography Act, no one knew for sure how many children were involved in prostitution or pornography. At that time, child pornography and prostitution had become highly organized and national in scope. The use of children in these enterprises was harmful both to the children and to our society.

Fortunately, the 1977 act has slightly decreased the commercial production of child pornography in this country, but the GAO can still only estimate the numbers of juvenile prostitutes—and those youngsters engaged in posing for pornographic pictures—from responses to its questionnaire.

We have statistics from 44 States and many city governments and local police departments, yet we can only estimate the real number of teenage prostitutes at somewhere between 90,000 to 113,000 youngsters.

Chances are that the number is higher, but these children do exist. Recently, we have been subjected to certain incidents that have heightened our sensitivity. For example, less than 2 months ago, one 14-year-old boy left his home and was ultimately sold to two undercover agents for $5,000 in food stamps and $1,000 in cash. Those two agents were scheduled to testify before my subcommittee on April 23. We will see a transcript of that in a few moments.

Furthermore, 30 young men, after being molested, found their final rest beneath the floor of a suburban house in the Chicago area.

It is the duty of Congress to create safeguards for these children and to understand the motivations of all children who find themselves in similar situations.

This GAO report contains four stories of females who ran away from home when they were 13 to 15 years old, were beaten by their "pimps" and "johns", were forced to bring in $300 to $400 per night to the pimp while being given $10 in clothing and drugs in return. The foster home system could not keep these girls off the streets, but the pimps were able to keep them working on the streets.

Most respondents to the GAO questionnaire indicated that the problem is increasing. The average teenage prostitute is a runaway, has been a victim of sexual abuse—including incest and rape—and has experienced other forms of physical abuse and neglect at home.

Teenage male prostitutes are underachievers in school or at home, are 8- to 17-years of age, and usually have run away from low-income families where parents are often absent physically or psychologically. These boys either have had no previous homosexual activity and are out on the streets for survival, or identify themselves as homosexual and are exploring their sexuality.

The typical young male prostitutes do not have pimps but operate as independent street hustlers, are daily alcohol or drug users, have a positive self image, and consider themselves entrepreneurs, entertainers, or sexually desirable partners.

Typical teenage female prostitutes are products of a poor home environment characterized by violence, physical abuse, lack of parental love and affection, and have endured drug, alcohol, or sexual abuse.

Many see prostitution as a life of adventure, glamour, excitement, and as an easy way to earn money. Some teenage girls run away from home and are enticed into prostitution by pimps while others are lured into prostitution by friends. Most are dependent upon their income for survival.

Usually, females have a low self-respect, feelings of shame and guilt, lack of self-worth, and poor family relationships, which are probably the result of sexual abuse at home.

While many of the services these children need to end their life of prostitution are currently available, only 9 percent of those believed to be involved in prostitution or pornographny are actually being served. First, these young victims don't know where to go. We do have some centers exclusively for teenage prostitutes, other centers which are frequently used by teenage prostitutes but are not exclusively for those teenagers, such as Covenant House in New York, and then centers under the general social service agencies. The Reagan administration does not have any plan to continue funding sexual abuse projects in fiscal year 1983.

Hopefully, the GAO report can be supplemented with more data and followup surveys to those States and those cities which did not respond to crucial GAO questions as well as those police departments which also failed to respond.

Research currently being sponsored by Federal and State programs cover such topics as: (1) Psychological and social profiles of youth involved in prostitution and pornography; (2) the relationship between involvement in prostitution and pornography and early sexual experience; and (3) descriptive information on sexually exploited children from an individual family and community perspective. These meager programs could end this year.

Overall, this report focuses on a primary concern and challenge we, as a nation, and its elected officials have, to lend a helping hand to American children who are alone in the streets for filth peddlers to prey upon? Unfortunately, while many in Congress are answering, "yes", the answer from the White House seems to be "no".

We will now proceed with a viewing, if the GAO officials have time to see about a 5-to-6-minute film clip.

I would like to interfere with your time and show that, because it will lead into what we are talking about.

Congressman Paul Simon, from Illinois, will now join us.

Do you have an opening statement?

Mr. SIMON. I do not. I am just pleased to be with you here.

Mr. MURPHY. Fine. We will show the film at this time.

[Film presentation.]

Mr. MURPHY. As I stated before, we have been joined by Congressman Paul Simon, of Illinois, Congressman Mario Biaggi, of New York, and my colleague, Arlen Erdahl, ranking Member from Minnesota.

Mr. Biaggi has a brief opening statement.

Mr. BIAGGI. Thank you very much, Mr. Chairman.

I understand you have dealt with the overall views and national perspective on this issue, but I would like to focus attention on the New York City dimension.

Clearly, the report gave special attention to the problem in New York City, and these are some of the findings, and I am not so sure whether they are replicated in other urban areas of our country, but they are startling. According to the New York City police, as many as 400 and 500 minors are prostituting themselves in the city on any given day.

The police also estimate as many as 90 percent of the estimated 20,000 runaways under age 18 may be involved in prostitution, and between November 1980 and 1981, 30 pedophiles were arrested in New York City for soliciting the services of the minors.

The important thing here is despite the sharp increase in pornography shipped through the mails, the U.S. Postal Service has only 1 inspector assigned to the New York area to curb the flow of smut; and of the 40 cases assigned to State, Federal and local law enforcement, not 1 has been prosecuted.

Clearly, this becomes an important issue, and one that has been neglected in the past. It is not enjoying the priority that it frankly deserves and your hearing today is in furtherance of our concern.

I held a similar hearing in 1977 in the Covenant House, where we had a 3-year-old in a porno movie. There is no limit to how these young people are exploited for the sheer commercialism and no regard for the human element; and until we address ourselves to this issue in forceful fashion, not simply by focusing attention on it, but by a constant followthrough on the part of all law enforcement and not in a fragmentary fashion, but in a comprehensive approach, our country will be stigmatized by the enormity of the problem.

Mr. MURPHY. Thank you very much, Mr. Biaggi.

Mr. ERDAHL. I want to commend you for holding these hearings and for dealing with a serious problem.

Mr. Biaggi is a former member of the New York police force, and he can speak with expertise.

Mr. BIAGGI. I am quite concerned. We have had some sensational stories about the so-called Minnesota connection of young prostitutes being taken from the Twin Cities, ending up in New York, and I think there is an area in that city, a so-called Minnesota strip, and I see one of the witnesses is nodding, and I will have a chance to ask about this, because many people in Minnesota are concerned whether this is a symbolic thing or whether it is a real problem.

I am inclined to believe that it is a very real and very serious problem, and as we go through this study, it is incredible that people would exploit these very young children for financial gain and for the sick people that prey upon them, and so, Mr. Chairman, I want to commend you for holding these hearings and today we will get some interesting and disturbing information about facts and figures that the Members of the Congress and the people of this country should know about and be aware of.

Mr. MURPHY. Thank you very much.

Mr. Simon?

Mr. SIMON. Yes, just one brief comment, Mr. Chairman.

This ties in also with legislation that is pending in another committee, a subcommittee of the Judiciary Committee, and that is the missing children legislation.

We still have the ironic situation, a most unfortunate situation, where if your car is missing, it automatically goes on the national FBI, the computer, while if your child is missing, that does not go on that computer, and Senator Paula Hawkins, of Florida, and I have introduced legislation, cosponsored by a great number of our colleagues that I am pleased to say the President has indicated he

is supporting, that will change that, and I hope we can move on that legislation shortly, but this clearly is a problem that is related to what you are talking about here today.

Mr. MURPHY. Thank you very much, gentlemen.

Our first witness this morning is Mr. Robert Peterson, from the General Accounting Office.

STATEMENT OF ROBERT PETERSON, SENIOR ASSOCIATE DIRECTOR, HUMAN RESOURCES DIVISION, GENERAL ACCOUNTING OFFICE, ACCOMPANIED BY ROBERT GARBARK, SENIOR EVALUATOR, HUMAN RESOURCES DIVISION, AND THEODORE ZEUNGES, SENIOR EVALUATOR, HUMAN RESOURCES DIVISION

Mr. PETERSON. I have submitted a prepared statement and will summarize that within the 5-minute timeframe.

On my left is Bob Garbark, who had overall responsibility for the study that we did at the subcommittee's request, and on my right is Mr. Ted Zeunges, who had day-to-day responsibility for supervising that work.

Mr. Chairman and members of the subcommittee, we are pleased to be here today to discuss the information we developed at the subcommittee's request on teenage prostitution and child pornography and the programs that exist to help sexually-exploited children.

Studies performed by others coupled with the information we gathered, primarily through questionnaires to the States and the 22 largest cities and their police departments, provide a reasonable basis to conclude that:

Teenage prostitution has increased over the past 5 years; and

Despite a drop in commercial child pornography, few believe the number of children involved in pronography has decreased.

Studies show that sexually-exploited children are not a homogeneous group. At the same time, however, many exploited children are runaways who have had an unhappy home life, been neglected or abused by their parents, been underachievers in school and become involved in prostitution or pornography either in search of fulfillment or simply to survive. There is general agreement that sexually-exploited children suffer emotionally and/or physcally from their experiences.

While an array of programs exists that can help exploited children, those who want to change their way of life must, for the most part, seek out the services available.

THE EXTENT OF TEENAGE PROSTITUTION AND CHILD PORNOGRAPHY IS UNKNOWN

A literature search produced a wide range of estimates on the extent of teenage prostitution and child pornography, but identified no estimate that could be considered a reliable gauge of the problems nationwide.

Estimates we obtained from officials of State, cities, and police departments from the questionnaires, while of value in providing reliable information for several jurisdictions were not sufficient to allow us to estimate the extent of the problem nationally because some of the most populous jurisdictions did not provide estimates.

We think it significant that none of the 54 respondents believed the number of male or female teenage prostitutes had decreased.

Regarding child pornography, our literature review identified only one estimate of the number of children who participate in pornographic productions.

State officials responding to our questionnaire generally believed that the number of children who were the subjects of pornography had increased over the past 5 years. City and police department officials generally believed that the number of children in pornography had remained fairly constant.

Studies and law enforcement officials agreed that much of the child pornography today is produced and distributed underground through an informal but close-knit network of pedophiles—adults with an abnormal sexual desire for children. Their pornography is homemade, rather than commercially produced, and is traded rather than sold.

CHARACTERISTICS OF SEXUALLY EXPLOITED CHILDREN

The literature indicates that many teenage female prostitutes are products of a poor home environment characterized by violence, lack of parental love and affection, and drug and alcohol abuse. Many have been the victims of sexual abuse, including incest and rape, and have experienced physical abuse and neglect at home. They often see prostitution as a life of adventure, glamour, and excitement, and as an easy way to earn money.

Many have run away from home and are dependent on their income from prostitution for survival. Studies show that many teenage female prostitutes have low socioeconomic backgrounds, have done poorly in school, have a poor self-image, have limited job opportunities and do not enjoy their lives as prostitutes.

To obtain firsthand information on teenage prostitution we interviewed four female teenage ex-prostitutes enrolled in rehabilitation programs. All of the girls had a troubled home life and had been taken into custody for running away or for prostitution. They learned of the rehabilitation program either through the police or the group homes in which they were placed. These young girls ranged in age from 13 to 16 when they became prostitutes. Three had been involved with pimps who took most, if not all, of the girls' earnings of from $200 to $500 per night. All three were beaten by their pimps.

Studies have shown some women felt there were both positive and negative changes in their lives as a result of having been juvenile prostitutes. The positive effects consisted of general changes such as becoming more experienced and more mature. The negative effects include emotional damage, a loss of self-respect, feeling of shame or guilt, and difficulty in adjusting to a life outside of prostitution.

A recent study of juvenile prostitution stated that many male teenage prostitutes are gay-identified and become prostitutes as a means of exploring their homosexuality. They consider themselves

entrepreneurs, entertainers, and sexually desirable partners. Most are not dependent on their prostitution income for survival. Some male prostitutes, according to one study, claim to enjoy prostitution and have a positive self-image.

Other studies say male prostitutes are often runaways who, while not necessarily gay, have to sell their bodies as a means of survival. One study characterized male prostitutes as usually 8 to 17 years of age, underachievers in school and at home, without previous homosexual activity, underdeveloped physically, from a low-income background, and lacking parental supervision.

Reports disagree as to how children become involved in pornography. Some claim that children enter into pornography as a means of survival after they have run away from home to the big cities seeking excitement, adventure, and escape from abusive parents or from an emotionally deprived home life.

Other reports state that children are enticed into pornography by neighbors, other children involved in the business, relatives, and, in some cases, even parents.

Literature shows that children involved in pornography generally range in age form 8 to 16, although some reports say that children younger than 8 have been the subjects of pornography. Studies add that many children who are the objects of pornography often come from unstable or broken homes, have been underachievers in school and at home, lack a loving and attentive home environment, and have been subjected to abuse and neglect. These children lack parental supervision and are often runaways who spend much of their time in public places such as parks, theaters, arcades, et cetera.

One study stated that in many, if not most instances, the children involved in pornography are willing participants. The reason pornographers are able to find willing victims is because they offer friendship, interest, and a concerned attitude the child is unable to find elsewhere.

Children involved in pornography can be psychologically scarred and suffer emotional distress for life. They may feel dirty and unwanted and see themselves as objects to be sold rather than people who are important. They often become bitter toward adults.

SERVICES FOR SEXUALLY EXPLOITED CHILDREN

Many of the services—such as counseling, crisis intervention, shelter, and job training—which sexually exploited children need if they are to leave a life of prostitution or pornography are often available through special programs or social service agencies. A majority of the officials of cities and counties that responded to our questionnaire reported a wide variety of social services available to serve exploited children. Social services provided by local agencies are available to anyone, including youths involved in prostitution and pornography, meeting the relevant eligibility criteria.

Youths involved in prostitution and/or pornography may receive social services from three primary sources: Shelters exclusively for teenage prostitutes; shelters not exclusively for prostitutes, but which are frequently used by teenage prostitutes; and social service agencies.

The services are designed to meet the physical and emotional needs of the youths. Funding to support these programs may come from Federal, State, county, and private sources.

All of the shelters we contacted offered, at a minimum, counseling and emergency shelter. In addition, most offered medical services, schooling, vocational training, and hotlines.

A few children are referred to service providers as a result of their contact with police or by special program outreach workers who mingle among prostitutes with the hope of talking them into seeking services aimed at helping them leave the life of prostitution. Those children who do not come into contact with the police or outreach workers and want services must seek them out on their own.

Mr. Chairman, this concludes my statement. We will be happy to respond to any questions you or members of the subcommittee may have.

[Prepared statement of Robert Peterson follows:]

PREPARED STATEMENT OF ROBERT PETERSON, SENIOR ASSOCIATE DIRECTOR, HUMAN RESOURCES DIVISION, GENERAL ACCOUNTING OFFICE

Mr. Chairman and members of the subcommittee, I am pleased to be here today to discuss the information we developed at the Subcommittee's request on teenage prostitution and child pornography and the programs that exist to help sexually exploited children.

Studies performed by others coupled with the information we gathered, primarily through questionnaires to the States and the 22 largest cities and their police departments, provide a reasonable basis to conclude that:

teenage prostitution has increased over the past five years; and

despite a drop in commercial child pornography, few believe the number of children involved in pornography has decreased.

Studies show that sexually exploited children are not a homogeneous group. At the same time, however, many exploited children are runaways who have had an unhappy home life, been neglected or abused by their parents, been underachievers in school and become involved in prostitution or pornography either in search of fulfillment or simply to survive. There is general agreement that sexually exploited children suffer emotionally and/or physically from their experiences.

Finally, while an array of programs exists that can help exploited children, those who want to change their way of life must, for the most part, seek out the services available.

THE EXTENT OF TEENAGE PROSTITUTION AND CHILD PORNOGRAPHY IS UNKNOWN

A literature search produced a wide range of estimates on the extent of teenage prostitution and child pornography, but identified no estimate that could be considered a reliable gauge of the problems nationwide. The estimates of the number of teenage prostitutes ranged from the tens of thousands to 2.4 million. Several estimates were based on "gut hunches" or an assumption that teenage prostitutes comprised a given percentage of all prostitutes. The bases for other estimates were not stated.

Estimates we obtained from officials of States, cities, and police departments from the questionnaires, while of value in providing reliable information for several jurisdictions were not sufficient to allow us to estimate the extent of the problem nationally because some of the most populous jurisdictions did not provide estimates. Officials from States, cities, and police departments generally believed the number of teenage prostitutes had increased during the last 5 years. We think it significant that none of the 54 respondents believed the number of male or female teenage prostitutes had decreased.

Regarding child pornography, our literature review identified only one estimate of the number of children who participate in pornographic productions. The president of an organization providing drug rehabilitation, educational programs and health care to youths estimated that as many as 3,000 children nationwide participate in such productions. The basis for this estimate was not explained.

State officials responding to our questionnaire generally believed that the number of children who were the subjects of pornography had increased over the past 5 years. While some expressed the view that the number remained constant, none believed there had been any decrease. City and police department officials generally believed that the number of children in pornography had remained fairly constant. A few city and police officials expressed the view that the number had increased and a lesser number believed there had been a decrease. None, however, believed the number of children involved in pornography had decreased greatly.

Our literature search and discussions with Federal, State, and local officials indicated that commercially produced pornography, i.e., pornography produced for profit, had declined. The factors cited for the decline were: (1) the Protection of Children Against Sexual Exploitation Act of 1977 (Public Law 95-225), (2) tougher State laws on child pornography, (3) stricter enforcement of obscenity laws involving child pornography, (4) media attention, (5) the tendency of juries to convict child pornographers as opposed to adult pornographers, and (6) the banning in 1979 of child pornography in Sweden and Denmark which had been the major overseas suppliers of child pornography.

Studies and law enforcement officials agreed that much of the child pornography today is produced and distributed underground through an informal but close-knit network of pedophiles. Their pornography is homemade, rather than commercially produced, and is traded rather than sold.

CHARACTERISTICS OF SEXUALLY EXPLOITED CHILDREN

The literature indicates that many teenage female prostitutes are products of a poor home environment characterized by violence, lack of parental love and affection, and drug and alcohol abuse. Many have been the victims of sexual abuse, including incest and rape, and have experienced physical abuse and neglect at home. They often see prostitution as a life of adventure, glamour, and excitement, and as an easy way to earn money. Many have run away from home and are dependent on their income from prostitution for survival. Studies show that many teenage female prostitutes have low socio-economic backgrounds, have done poorly in school, have a poor self image, have limited job opportunities and do not enjoy their lives as prostitutes.

To obtain first hand information on teenage prostitution we interviewed four female teenage ex-prostitutes enrolled in rehabilitation programs. All of the girls had a troubled home life and had been taken into custody for running away or for prostitution. They learned of the rehabilitation program either through the police or the group homes in which they were placed. These young girls ranged in age from 13 to 16 when they became prostitutes. Three had been involved with pimps who took most, if not all, of the girls' earnings of from $200 to $500 per night. All three were beaten by their pimps.

Studies have shown some women felt there were both positive and negative changes in their lives as a result of having been juvenile prostitutes. The positive effects consisted of general changes such as becoming "more experienced" and "more mature". The negative effects include emotional damage, a loss of self-respect, feeling of shame or guilt, and difficulty in adjusting to a life outside of prostitution.

A recent study of juvenile prostitution stated that many male teenage prostitutes are gay-identified and become prostitutes as a means of exploring their homosexuality. They consider themselves entrepreneurs, entertainers, and sexually desirable partners. Most are not dependent on their prostitution income for survival. Some male prostitutes, according to one study, claim to enjoy prostitution and have a positive self image.

Other studies say male prostitutes are often runaways who, while not necessarily gay, have to sell their bodies as a means of survival. One study characterized male prostitutes as usually 8 to 17 years of age, underachievers in school and at home, without previous homosexual activity, underdeveloped physically, from a low-income background and lacking parental supervision.

Reports disagree as to how children become involved in pornography. Some claim that children enter into pornography as a means of survival after they have run away from home to the big cities seeking excitement, adventure, and escape from abusive parents or from an emotionally deprived home life. Other reports state that children are enticed into pornography by neighbors, other children involved in the business, relatives, and, in some cases, even parents.

Literature shows that children involved in pornography generally range in age from 8 to 16, although some reports say that children younger than 8 have been the

subjects of pornography. Studies add that many children who are the objects of pornography often come from unstable or broken homes, have been underachievers in school and at home, lack a loving and attentive home environment, and have been subjected to abuse and neglect. These children lack parental supervision and are often runaways who spend much of their time in public places such as parks, theaters, arcades, etc.

One study stated that in many, if not most instances, the children involved in pornography are "willing" participants. The reason pornographers are able to find "willing victims" is because they offer friendship, interest and a concerned attitude the child is unable to find elsewhere. Children involved in pornography can be psychologically scarred and suffer emotional distress for life. They may feel dirty and unwanted and see themselves as objects to be sold rather than people who are important. They often become bitter toward adults.

SERVICES FOR SEXUALLY EXPLOITED CHILDREN

Many of the services—such as counseling, crisis intervention, shelter, and job training—which sexually exploited children need if they are to leave a life of prostitution or pornography are often available through special programs or social service agencies. A majority of the officials of cities and counties that responded to our questionnaire reported a wide variety of social services available to serve exploited children. Social services provided by local agencies are available to anyone, including youths involved in prostitution and pornography, meeting the relevant eligibility criteria.

Youths involved in prostitution and/or pornography may receive social services from three primary sources: Shelters exclusively for teenage prostitutes; shelters not exclusively for prostitutes but which are frequently used by teenage prostitutes; and social service agencies.

The services are designed to meet the physical and emotional needs of the youths. Funding to support these programs may come from Federal, State, county, and private sources.

Shelters intended exclusively to serve teenage prostitutes offer, at a minimum, food, shelter, medical care directly or through referral, and counseling. Other services commonly provided include legal assistance, schooling, and job training.

Teenage prostitutes can also use other shelters which are available to a wide range of troubled youths, not only those sexually exploited. Services provided by these other shelters are often the same as services provided at shelters exclusively for teenage prostitues.

All of the shelters we contacted offered, at a minimum, counseling and emergency shelter. In addition, most offered medical services, schooling, vocational training, and hotlines.

A few children are referred to service providers as a result of their contact with police or by special program outreach workers who mingle among prostitutes with the hope of talking them into seeking services aimed at helping them leave the life of prostitution. Those children who do not come into contact with the police or outreach workers and want services must seek them out on their own.

Mr. Chairman, this concludes my statement. We will be happy to respond to any questions you or members of the subcommittee may have.

[GAO report "Sexual Exploitation Of Children—A Problem Of Unknown Magnitude" is retained in subcommittee files.]

Mr. MURPHY. Thank you, Mr. Peterson. When I saw your results and your report in April, I was very impressed.

I thought the GAO did an extremely thorough job given the resources you had, and given the cooperation, or lack thereof, that it received in many quarters.

Do we have any questions?

Mr. Simon?

Mr. SIMON. I have one. Just glancing through your report, when you talk about, on appendix 3, proposed solutions, and you say for legislators, are you talking about Federal or State laws here, or at the Federal level, what should we be doing, and what should they be doing at the State level?

Best Available Copy

Mr. PETERSON. What we attempted to do was to take what solutions others had devised, the experts in the field, and try and arrange it in the fashion so they could see the various intervention strategies that might be possible.

Most of the legislative recommendations are more appropriately addressed to the State and local level.

We have wrestled with the questions of what we would respond to, and you asked, what should the Congress do? I am not too certain that we have a good answer to that question, as to what the Congress can do.

The act that was passed in 1977, the Sexual Exploitation Act was cited to us by many as being one of the principal reasons that commercial child pornography had decreased.

We are not too certain what else the Congress can be expected to do to address this problem.

Mr. SIMON. You are not here recommending either on that 1977 act, that it be modified in any way, that penalties be increased or any other legislation? For example, I mentioned in my opening statement, the missing children legislation. Would that kind of thing be helpful?

Mr. PETERSON. I am not that familiar with the missing children legislation. I am familiar with the problem, and I share your concern that we seem to put more value on automobiles than children at times, but our effort was principally an information-gathering effort rather than an evaluation to judge whether things were working well or not well, and from that standpoint, I am really not prepared to address what Congress ought to do to solve these problems.

Mr. SIMON. I guess I am interested in, if there are answers, and maybe the answer is there are none, and maybe there is no need for your further study, but are there things that we ought to be doing here in Congress to move on this problem more effectively?

That is the question I have, and it is a question for which you have no answer at the present time?

Mr. PETERSON. We have some answers. Many of the shelters we visited, and many of the experts that we have talked to, did, in fact, receive Federal support in their activities.

Some of the shelters that are exclusively aimed at teenage prostitutes are 100 percent federally-funded, so there is an arena for Federal involvement, but that does not necessarily involve increasing penalties and such from the criminal standpoint.

The penalties that are in the existing Sexual Exploitation Act seem to have been quite effective, given all of the testimony that we gathered as to the decrease in commercial pornography.

Mr. SIMON. What you are telling me, then, is basically along the line of the Chairman's opening statement, when we are cutting back on the services, for example, for those centers, in fact, we are moving in the wrong direction, assuming that you want to discourage child pornography and prostitution?

Mr. PETERSON. The amount of money that is going into some of these programs, the runaway youth program last year was about $10½ million, and it is now proposed for cutback to go around $6.9 million.

That is a very hefty cut for a very small program.

Mr. SIMON. The net result is going to be more of a problem?

Mr. PETERSON. Less services for the people out on the street; yes, sir.

Mr. SIMON. OK. Thank you, Mr. Chairman.

Mr. MURPHY. Thank you, Mr. Simon.

Mr. Erdahl?

Mr. ERDAHL. Thank you, Mr. Chairman.

As I made my opening statement, I made some comments about the Minnesota connection or the Minnesota strip in New York City, and I know in your report you touch a bit on this, but could you elaborate? Is there, in fact, a Minnesota connection, and is there a Minnesota strip, or is that just a name for a place where blond Scandinavian-looking young girls might be found in New York?

Mr. PETERSON. There certainly is a Minnesota strip in the New York City area.

I will have to defer to my associates for any particular detail.

Mr. ERDAHL. There go the bells again, but we would like some response because it is of concern to many people on this committee and in the Congress.

Mr. PETERSON. I will open it up to either of the gentlemen accompanying me.

Mr. GARBARK. The New York Police Department informed us this Minnesota strip was a little blown out of proportion. They arrested some seven to eight prostitutes between 51st Street and Eighth Avenue. They do believe it is blown a bit out of proportion, but that is all we could get from the New York Police in regard to that.

Mr. ZEUNGES. We have conflicting numbers on how many prostitutes are actually transported from Minnesota to New York, and, based on what we have read in the paper and people we talked to—I see you have Mrs. Able-Peterson going to testify a little later on, and I believe she actually was one of the people who came from Minnesota into New York. Maybe she can provide some additional light on the subject.

Mr. ERDAHL. Well, thank you.

I will ask members of other panels the same question.

To follow up on what Mr. Simon was asking about, we have had some shifts in Federal funding and the whole concept of block grants, and one of them is social services discretionary activities, and these would include child welfare, social services, development disabilities, adoption, a lot of different things, but would you be aware, and maybe I would find it in your study, what amount of this $30 million are various States and local communities using to deal with the problem that we are discussing today, namely, teenage prostitution or child pornography?

Mr. PETERSON. In terms of totals, I can't provide very good information at all.

Mr. ERDAHL. Not the figure; just if you think that there is a response, and, in your opinion, if you care to editorialize a little bit, a proper one, if the States are allocating at least a responsible share to tackle this problem.

Mr. PETERSON. What I am going to say comes largely from literature. Studies have shown that communities and cities have not nec-

essarily responded particularly well to the problems of prostitution and pornography.

Most of the places that we went to did have, in fact, a combination of funding sources, some Federal, some State, some city, and some private.

We have very little, if any, and I would have to rely on my colleagues for the money part, as to what has happened since we have moved to the block grant philosophy as to whether there have been funding shifts at the State level.

Mr. ERDAHL. We do have a vote on, and the Chairman asked me to keep the committee going, and I will yield to Mr. Biaggi.

Mr. BIAGGI. I am chairing another committee besides responding to this vote.

In your testimony, Mr. Peterson, you talked about several estimates, the estimates of teenage prostitution ranged from tens of thousands to 2.4 million individuals. That is a heck of a range.

You really don't know how many we have; is that correct?

Mr. PETERSON. That is absolutely correct.

We looked through the literature, and you do find those ranges of estimates of the numbers. Very often what happens is a figure, and I am thinking particularly in terms of Robin Lloyd's figure of 300,000 young male prostitutes, that then gets equated; since there are 300,000 young male prostitutes, there is some multiple of that, female prostitutes, and then the numbers start building.

We could not find any comfortable estimate that we could say was a reliable gage of the problem nationwide.

Mr. BIAGGI. And the news media, you say, identify discrepancy between the glamorous image and the harsh reality of prostitution. I am not so sure that prostitutes have been depicted in a glamorous fashion.

If you can sustain that, then would it be fair to conclude that the media in some degree is responsible for glamorous portrayal?

Mr. PETERSON. What we have tried to do is take out of the literature what the experts in the field felt was the proper response. Please don't equate any of these with GAO recommendations.

Mr. BIAGGI. That is a great disclaimer.

Mr. PETERSON. Much of the literature indicates that young girls who run away see prostitution as a glamorous exciting way of life.

The recommendations are trying to respond to that misconception, and are calling for the media to portray prostitution in its harsh realities.

I am not in a position to say the media has portrayed prostitution as a glamorous thing.

Mr. BIAGGI. Are you intimidated?

Mr. PETERSON. I am not aware they are here.

Mr. BIAGGI. One of the recommendations requiring the photographers' desire to film children nude requires them to receive a consent from a parent or guardian.

Your testimony indicates there seems to be a decline in commercial pornography and an increase in the home aspect of it; I am not so sure how effective that would be.

It would seem to me that commercial people would be happy to do that, as we have witnessed parents have been happy to submit

their children to that kind of exposure and begin to further their professional career.

Mr. PETERSON. It is a difficult issue to say it is a good or bad idea.

I would like to indirectly answer that by saying that in California the law there requires anybody who is trading in child pornography, to take the name and address, much as you would register a gun, I presume, and that has had a drastic impact on adult bookstores' willingness to even carry materials with children involved; so from that experience, I think we might impute that this could be an effective technique, and, if nothing else, at least might be an avenue for law enforcement officials to get a charge of not complying with that provision.

Mr. BIAGGI. The point I am trying to make is the distinction between the commercial and the home and the real problem we find increasingly in the home, in the private photography.

I would like to take this opportunity to congratulate you for your report. If it accomplishes nothing else, it focuses attention on a very, very sensitive problem that could touch all of us in one way or another.

I thank you.

Mr. PETERSON. I thank you very much.

Mr. ERDAHL. We will be running to vote.

Mr. Murphy, our chairman, is on his way back, and he will be reconvening the meeting in just a few minutes.

[Brief recess.]

Mr. MURPHY. We are ready to proceed with the next panel. I apologize to the witnesses and interested participants, but we are in session this morning, and we may have a long day over there. We are trying to keep the hearing going continuously, so our Members may pop in and out as the requirements of the floor command.

I am pleased to welcome Dr. Robert Stein, the chief medical examiner of Cook County; Dr. Nahman Greenberg, whom I have had the pleasure of associating with before; and the Honorable Richard M. Daley, the Cook County State's Attorney, as the next panel.

We will call them in the order that they have been listed here, commencing with Dr. Stein.

STATEMENT OF DR. ROBERT STEIN, CHIEF MEDICAL EXAMINER, COOK COUNTY, ILL.

Dr. STEIN. Mr. Chairman, members of the committee, my statement this morning will be based entirely upon a personal experience in the John Wayne Gacy case, where 30 young men were murdered and the bodies buried in the crawl space of Gacy's house.

Before I continue, I would like to relate one incident involved in this particular case—a male prostitutes ring, Chicago, whose specialty is sadomasochism, as well as bondage—and I might state here, these male prostitutes, perhaps female, too, are also specializing now.

His particular job was to procure male prostitutes for middle-aged and older men for that particular practice.

This male prostitute, Jamie, is 9 years old.

As I think back, of these 30 unfortunate young men who were murdered, nine of which are still unidentified, I had the experience of interviewing some of the families of the identified victims, and also I had the experience of interviewing some of the young men who knew the victims during their lifetime.

I was most impressed with the following: No. 1, we had, and we still are having, a tremendous difficulty to obtain, or in the past obtain, any type of death records, any type of X-rays, or what have you, to be able to identify these 30 young men who met their demise.

The evidence that came in, even from the X-rays, and so forth, was very, very meager.

The young men that were identified and the families that were notified, what impressed me most is the very fact that there was a certain air of indifference.

I thought that perhaps if a young man, and I might say the age range was from 14 to 20, that a family really would perhaps claim their dear ones. It is their son, after all. All these boys were white, by the way.

Such was not the case. Some of the families, they procrastinated. They said, well, can't you hold the remains down in the morgue for another 3, 4 days, another week?

Two weeks or a month went by, what have you.

Other families that I interviewed, I was threatened if I ever let anything leak out in the media that these men in any form, shape or manner were associated with sexual deviate practices. Well, they were going to drag me out, a lot of this movie talk, so to speak.

My complete and total comeback was this, to defend these young men, a good number of these kids I personally feel were not homosexuals or sexual deviates, and they were murdered at the hands of John Wayne Gacy because they would not condescend to his practices, bondage, sadomasochism, or any other practice that he participated in.

One of the poor victims by the name of Carroll, he actually was a very, very handsome boy. All of the young men which were identified, they were all beautiful—beautiful in the true physical sense, facial features, body features as well, from pictures, naturally.

Carroll, his practice was not being a homosexual, himself; but what he did—he was perhaps they call him a pimp, yes, a procurer.

He would get other young men, ages perhaps 7, 8, 9, 10, 15, thereabouts, but he, himself, did not participate.

His brother, just one year later, became another subject of our facility, and he was found stabbed to death, pimping for some teenage girls, preteen aged, and so forth.

Speaking to the family, here again, their reaction was no good, et cetera, et cetera, using other type of language. Seeing what the parents were like, I wondered myself whether or not this was conducive to their being what the father called, well, he was just a no-good street-wise bum, so forth.

Not one of the people had a kind word for those kids.

Another situation, very interestingly, Mr. Erdahl referred to the Minnesota strip, and that is the first I heard of some such thing, is one of Gacy's victims, namely, Russell Nelson.

Russell Nelson came from Minneapolis, Minn., 19 years of age. He was an honor student in high school.

When he graduated, he left home to live with a minister right in Minneapolis.

The minister had the professorial rank at the Minnesota University.

He lived with them for 6 months and left, and went down into the north side of the Chicago area and, of course, he ended up in the crawl space of John Gacy.

My concluding remark here again referred to Minnesota; it appeared yesterday in the Chicago Sun Times.

A judge had sex with boys, tells of loneliness, Minneapolis—a giant of the judiciary has placed his own future before Minnesota's highest court.

This is a great sociological problem, and no matter what funds are available on the Federal or perhaps State level, nevertheless, it is something which we have to go a little farther back, not just as far as the children are concerned, and they are children, but also as far as the families are concerned.

Mr. MURPHY. Thank you very much, Dr. Stein. We will reserve our comments and questions for all of the panelists when we finish with this particular panel.

We will call next the Honorable Richard M. Daley, the Cook County State's Attorney.

STATEMENT OF RICHARD M. DALEY, COOK COUNTY STATE'S ATTORNEY, ACCOMPANIED BY IRVING MILLER, COOK COUNTY ASSISTANT STATE'S ATTORNEY

Mr. DALEY. With me is Irv Miller, assistant State's attorney and deputy supervisor of the juvenile division.

I am pleased to talk to you about these unfortunate incidents.

Two cases are pending cases in Cook County which illustrate the tragedy of child pornography.

The first instance is with the help of the Chicago Police Department's undercover investigation of Joe's Juice Joint, which was well equipped with video games, and quickly became a popular hangout for teenage prostitutes and with men looking for children. Juice rather than alcoholic beverages were served at the bar; there were no restrictions on the hours it could remain open for business. In fact, it generally operated from 2 p.m. through the night.

At the bar, an undercover investigator from the Chicago Police Department's Youth Division was solicited for sex by a 14-year-old boy. The youth agreed to talk to police about the activities at the bar.

As a result of the investigation and information that he, another 14-year-old, and a 13-year-old provided, indictments were returned last month against six men between 38 and 53 years old. Three of the adults were indicted for indecent liberties with a child.

Incidentally, one of these three operated a private venereal disease clinic in Chicago. Another adult was indicted for child pornography and juvenile pimping, as well as indecent liberties. Two others were indicted for child pornography. These offenses are all

class 1 felonies in Illinois. Conviction of any of these offenses could result in a jail term of up to 30 years.

What about the teenagers?

The two 14-year-old boys live in Chicago and come from troubled homes. Both have been runaways repeatedly and often live on the street, making their living as child prostitutes.

The third boy, a 13-year-old, is from the suburban Cook County area and the son of a law enforcement officer who apparently was totally unaware of his son's activities.

A 13-year-old girl who was the victim in one of the child pornography cases has been a chronic runaway since age 10. She had been reported six times as a runaway and once as a sexual abuse victim at age 9. She was sexually exploited at age 13 while a runaway.

The second case involved a chronic 14-year-old runaway from Minneapolis, Minn., which we know there is a connection, whether it is from Wisconsin, Kentucky, or anyplace. There are relationships such as the city of Chicago with other areas.

This youngster arrived in Chicago earlier this year with the intention of making money through prostitution. She, herself, was arrested and detained for delinquency because of solicitation. When she told us that she had been compelled to work for a pimp, Chicago Police Department investigators arrested, and the Cook County grand jury indicted, a 24-year-old man for indecent liberties with a child, intimidation, pandering, and pimping. Conviction for these crimes could result in up to 30 years in prison.

Our office has reorganized in regards to the serious problem of child exploitation. We look for criminal indictments over the offender, as well as sentencing over the offender. That has been one of the real breakdowns in the criminal justice system, is to take these adults and put them in prison where they belong.

We believe the child needs help, social services, with these youngsters in the criminal justice system. When it comes to trial, they become the offender in the criminal justice system in many ways, and that is why it is necessary to get as much social services help to those youngsters as soon as possible.

There is no excuse by the offender, whether it is a judge or a man walking down the street; there is no excuse for using children for their own greedy purposes.

I fully support the concept of House bill 3781, sponsored by Representative Paul Simon, a member of this committee, as well as Senate bill 1701, sponsored by Senator Hawkins.

We believe it is necessary to make a commitment to tracking missing children throughout our country.

I have cooperated with the Justice Department. I think it is necessary for them to work on the criminal indictments with a local prosecutor on a weekly or monthly basis. It cannot just be done for a headline every few months.

The financial commitment must be from the Federal Government to social services. Children do need help, and once we take that commitment away, we have more and more problems for the local prosecutor.

Thank you very much.

[Prepared statement of Richard Daley follows:]

PREPARED STATEMENT OF RICHARD M. DALEY, COOK COUNTY (ILL.) STATE'S ATTORNEY

Mr. Chairman and members of the committee, with me is Irving Miller, Cook County Assistant State's Attorney and Deputy Supervisor of the Juvenile Division of the State's Attorney's Office.

I appreciate this opportunity to discuss the problems of child exploitation and child prostitution. The Congress' attention to those problems is a reflection of a growing understanding of their extent and of the need to develop strategies by which they can be combatted at the local, State, and national levels.

I am especially pleased that you are also hearing testimony today from Dr. Robert J. Stein, the Cook County Medical Examiner, and Dr. Nahman Greenberg, the founder and guiding force of CAUSES (Child Abuse Unit for Studies, Education, and Services) in Chicago. Peter P. Peters, my former colleague in the Illinois General Assembly and now assistant majority leader of the Illinois House of Representatives, had hoped to be here today. Unfortunately, the press of legislative business requires him to remain in Springfield.

It is appropriate that this subcommittee learn of the problems that we in Cook County face with child pornography and exploitation, as well as the actions we are undertaking to combat them. (At the same time, I would be pleased to suggest how the Federal Government can assist local law enforcement efforts.)

It was, after all, in an unincorporated area of Cook County (Norwood Park), that John Wayne Gacy lived and buried most of his 33 known victims. His acts were an extreme and notorious example of the kind of exploitation that some youngsters involved in pornography and prostitution all too often endure.

Unfortunately, there are other examples—each in their own way tragic, although unsensational.

I would like to describe to the committee two pending Cook County cases in order to illustrate the tragedy of child pornography and exploitation.

First, let me tell you about Joe's Juice Joint. Located on Chicago's North Side, Joe's Juice Joint was well-equipped with video games and quickly became a popular hang-out for teenage prostitutes. It also became popular with men looking for children.

Because juice, rather than alcoholic beverages, was served at the bar, there were no restrictions on the hours it could remain open for "business". In fact, it generally operated from 2:00 p.m. through the night.

At the bar, an undercover investigator from the Chicago Police Department's Youth Division was solicited for sex by a 14-year-old boy. The youth agreed to talk to police about the activities at the bar. As a result of the investigation and information that he, another 14-year-old, and a 13-year-old provided, indictments were returned last month against 6 men between 38 and 53 years old. Three of the adults were indicted for indecent liberties with a child. Incidentally, one of these three operated a private venereal disease clinic in Chicago. Another adult was indicted for child pornography and juvenile pimping, as well as indecent liberties. Two others were indicted for child pornography. These offenses are all class 1 felonies in Illinois. Conviction of any of these offenses could result in a jail term of up to 30 years.

What about the teenagers?

The two 14-year-old boys live in Chicago and come from troubled homes. Both have been runaways repeatedly and often live on the street, making their living as child prostitutes.

The third boy, a 13-year-old, is from the suburban Cook Country area and the son of a law enforcement officer, who apparently was totally unaware of his son's activities.

A 13-year-old girl who was the victim in one of the child pornography cases has been a chronic runaway since age 10. She had been reported six times as a runaway and once as a sexual abuse victim at age 9. She was sexually exploited at age 13 while a runway.

The second case involved a chronic 14-year-old runaway from Minneapolis, Minnesota who arrived in Chicago earlier this year with the intention of making money through prostitution. She herself was arrested and detained for delinquency because of solicitation. When she told us that she had been compelled to work for a pimp, Chicago Police Department investigators arrested, and the Cook County Grand Jury indicted, a 24-year-old man for indecent liberties with a child, intimidation, pandering, and pimping. Conviction for these crimes could result in up to 30 years in prison.

Both of these examples illustrate a characteristic that is shared by many children involved in these kinds of activities. Youngsters agree to be used for pornography

Best Available Copy

and prostitution in order to obtain money. It is the one skill, if it could be called that, that they possess.

As shocking and tragic as these examples are, it strikes me as unconscionable that, until recently, in Cook County, adult exploiters of these children were rarely, if ever, prosecuted. Even when they were tried, they almost never were sentenced to the penitentiary.

Of course, I do not know whether we will obtain convictions for these kinds of crimes. We certainly are trying.

What kinds of youngsters face this horrible kind of exploitation? Most have shared a history of an unhappy family situation and often have been abused.

To me, that means that it is critical that we act forthrightly and vigorously in child abuse and neglect cases—hopefully before a home situation deteriorates to the point where the child feels he or she must leave home and resort to life on the street—ready prey for the depraved.

When I served in the Illinois General Assembly, we worked to upgrade substantially our child protective services, beginning with tougher mandated reporting requirements for teachers, doctors, and other professionals who are likely to be in a position to notice signs of abuse and neglect.

In addition, the general assembly legislated the establishment of a statewide child abuse reporting hotline. The hotline ensures that child protective service field personnel are notified immediately of reported incidents of child abuse and neglect and have relevant information available for their investigation, including allegations and any previous founded reports of abuse or neglect against that child or by that adult.

It is obviously difficult to decide whether an abused or neglected child is better off remaining in the home or being moved to a foster home. These decisions are made on a case-by-case basis, often after review by social workers and other professionals, court personnel, police, and prosecutors.

In especially serious abuse and neglect cases, my office now routinely files criminal, as well as civil, actions against adults.

I believe very strongly that a child has a right, just like any other individual, to avoid being raped or injured. It is for that reason that we now are pursuing these cases in criminal court. We have begun this approach because we believe that filing criminal charges forces the abuser to take responsibility for these acts and ensures that the court can order necessary counselling.

However, I am well aware that the concerns that your committee is addressing today—and the problems which lead up to them—cannot be solved by the judicial system. They are much broader than that. Therefore, the solution has to be found within society itself, through better parenting, counselling, and support for families.

There is an important way in which the Federal Government can help assist local agencies in their fight against the critical problems of child exploitation and pornography. That is through the enactment of House bill 3781, sponsored by Representative Paul Simon, or Senate bill 1701, sponsored by Senator Paula Hawkins.

As you no doubt know, both of these bills require the Federal Bureau of Investigation to establish a computer system to track missing children. I am convinced this information would be a great help in reuniting missing children with their parents and would assist in identifying bodies of missing children. It would be an aid to law enforcement and to parental piece of mind.

Indeed, most of the children whose situations I have discussed here today were runaways, as are countless others in Cook County and the Nation.

In a society that values the tracking of stolen automobiles more than missing children, it is time to rethink our priorities. This will go a long way toward doing that.

I think we owe our Nation's children no less.

Thank you.

Mr. MURPHY. Thank you very much, Mr. Daley.

Dr. Nahman Greenberg of the Chicago area.

STATEMENT OF DR. NAHMAN H. GREENBERG, CHILD ABUSE UNIT FOR STUDIES, EDUCATION AND SERVICES, CHICAGO, ILL.

Dr. GREENBERG. Thank you for the opportunity to highlight some aspects of the complex and most serious social problem of childhood sexual molestation, including the victimization of children in prostitution.

95-189 O - 82 - 6

Best Available Copy

A significant part of my professional life is concerned with these matters as a clinician, clinical scientist and teacher. I am a psychiatrist and psychoanalyst who works in child protective services, with children and families in which sexual abuse occurred, in the study of the origins and consequences of sexual molestation of children and on the questions of treatment, treatability and prevention.

Our programs of diagnostics, treatment and clinical study in these areas have involved over 700 children and their families over the past 8 years. In addition, we have conducted clinical training programs in Chicago and throughout the Midwest under the sponsorship and support of a Treatment Training grant from the National Center on Child Abuse and Neglect. That agency also funded a demonstration treatment program in childhood sexual abuse we have carried out with the Illinois Department of Children and Family Services with the additional support of that State agency.

There are two other projects we conduct that pertain to this testimony and which have generated observations, data and insights into the consequences of sexual molestation of children on later personality and social adjustment and maladaptation.

One is at the Dwight Correctional Center for Women, the women's prison in Illinois in the Department of Corrections; the other is a shelter residence for children who are wards of the State under the Department of Children and Family Services—DCFS.

These children are considered to be "hard to place", perhaps better described as unwanted, undesirable, and rejected by their own families, foster homes, group homes, residential treatment facilities, mental hospitals, and other forms and varieties of social agencies. All have histories of severe maltreatment. Many have been runaways living on the street; some have engaged in prostitution, and I do not know the true incidence of sexual molestation of children.

I do know that we cannot provide even some basic diagnostic, treatment or child protective services for those we know about. We believe that as many as 100,000 children are sexually molested each year in this country and most are molested by persons of their own family or known to them.

In our studies, we have learned that about one-third of the reported cases are of children below the age of 6 years; one-third are between 7 and 12 years and the remaining third between 13 and 18 years of age. The age of the child when the case becomes known does not reflect the length of time the child had been molested nor the frequency.

We do not know the incidence of child prostitution and our perspective and definitions of child prostitution vary from place to place. Girls are more likely to be molested in their own family; boys appear more likely to be molested by persons outside the family. Child prostitutes are found in all cities of major population.

I have had occasion to interview some of the prostitutes in both Peoria and in Rockford, as well as in Chicago. The sexual molestation of children in their own family, particularly girls, is associated with major emotional and behavioral disorders in later childhood and adulthood.

Major psychiatric disorders, seriously disruptive symptoms, including phobias, depression, and strong feelings of vulnerability and incompetency, delinquent behavior, including prostitution and overt violence, are observed and documented in women with prior histories of sexual molestation as children; early sexual molestation and later violence is emerging as one predictable pattern.

But sexual molestation during childhood and the emergence of major personal problems and social disorders do not occur as a simple matter or in isolation from other problems. Damage to children occurs with the trauma of sexual violence joined by disturbances in their care and with neglect of affection and nurturance; how else can the young child feel but a sense and self-image of helplessness, incompetency, and vulnerability. And that process does not cease as their panic and aggression are dealt with—through no choice—inappropriate psychological mechanisms that doom the victim to disordered character and mental illness.

Overwhelming painful experiences predispose to disorganization, vulnerability, the longing for relief from helplessness; children seek persons or conditions that are experienced as protective and caring. Thinking themselves also as "faulty and bad", being subjected to humiliations and punishments, serve to relieve some of their pain of guilt and shame. They run and avoid and are easy prey; they are vulnerable to drugs and to addicting and addictive persons. They are also at times found in circumstances that revive their own primitive aggressions and fears of oppressors.

These children are vulnerable to drugs and becoming addictive persons, not only to the drugs.

Many of them end up coming to Dr. Stein's facility, as a consequence of overdose.

At the Dwight Correctional Center for Women, of the 450 inmates or residents—they are now called inmates, so one has to worry exactly about how you address a woman there; we have to call them inmates these days—about 50 percent are incarcerated for crimes of violence, mostly homicide, of an adult male to whom they were married or living with, or the homicide of an infant or young child.

Our examination of their histories reveal with the rarest of exceptions childhoods that were chronic in sexual violence. As a person concerned with statistics, I cannot believe how predictable the response is of their history. You don't expect 100 percent, or 99 percent, to come with such regularity of response, and yet that is what is happening.

Practically all of them have histories that are chronic in sexual violence as in children.

Imagine the prospects of prevention of later violence if we could have known of these adult women as children and could have intervened with both protective services and treatment for the child and perhaps the parents. Think of the generations of children who suffer from the repetition of their parents' childhood; 80 percent of the women at Dwight have children, an average of 2 per woman.

Mr. SIMON. I am sorry to interrupt the witness. Unfortunately, I am having complications in my schedule here today. I want to express my appreciation to the panel and particularly to Richard Daley, the State's Attorney of Cook County.

Richard comes from a very distinguished family in American politics, and he has, himself, been a former member of the State Senate.

He has been a very fine, outstanding public servant, and I wish I could be here for your testimony, but, unfortunately, I have another commitment that I have to live up to.

He has been interested in another area, and that is the whole area of the handicapped child, and I appreciate his concerns in that area, also.

My apologies to the witness for interrupting you here.

Mr. MURPHY. Thank you, Mr. Simon.

Dr. Greenberg?

Dr. GREENBERG. The children at the DCFS shelter include a number of boys who have survived on the street as male prostitutes. Their histories are not unlike the backgrounds of those described above. We do not see the vast majority of juvenile prostitutes, male or female.

What we seem to lack is any commitment to services for these and other maltreated children. It is very difficult to attempt to provide clinical social and mental health services to children and their families when these are not available. Most mental health professionals avoid CPS and CWS populations. I am beginning to understand why my colleagues avoid things.

It is difficult to reassure States attorneys and judges that there are certain families that can change, can develop healthy relationships and protect their child from previously destructive forces when treatment and other clinical services are not to be found or are simplistic and lacking in professional standards.

Less you be misled by my earlier references to Federal support, I want you to know that the Federal funding for the National Center for Child Abuse and Neglect for just a superficial level of treatment training and orientation about what might be required in a treatment program only last month was slashed by 72.5 percent. As a recipient, our group, one of the five treatment training centers providing services, we hope now for the regions 5 and 7, which are 10 Midwestern States, I must say we went from inadequate funds to something which verges on the incredible, incredulity, and absurdity.

Any fantasy that anyone has also that State or local support would compensate for the decrease in support should be quickly corrected.

I would, therefore, urge the Congress to perhaps first examine its commitments, its priorities, its values, and perhaps acknowledge to itself and to its constituents what they are.

We have apparently lost, in my view, our civility, at least when it is recognized as support for victimization of children through sexual aggression.

Thank you, Mr. Chairman.

Mr. MURPHY. Thank you very much.

One question for Dr. Stein: It seems as though you lay heavy emphasis on the lack of parental responsibility. You seemed to indicate that in all of the 30 victims in the Gacy matter, you found none of the families were concerned or interested. Is that correct?

Dr. STEIN. No.

Of the 30, of course, 9 were unidentified.

I might say that one family specifically was very, very much concerned.

The other families, well, the identification was made. A burial was done, but of all the families, maybe 21 families, I can say that just one, the Butkovitch family, was really and truly concerned.

Mr. MURPHY. One out of 21?

Dr. STEIN. That is correct. The Butkovitch, Szyk families, and Casik families—they reported to the police that their son was missing.

The police made a search. These families, many of them knew exactly of the name John Wayne Gacy. He employed a good number of these kids, and gave them a job. He was a contractor of one sort or another, so then when you have this other family, the Casik family, that also reported to the police, but no communication. One was in the fifth area, and the other one was in the sixth area.

How the case started and ended, I suppose, was when this 15-year-old boy was missing, that the Cook County Sheriff police, one man, in particular, they made really a concentrated effort, and just the way the whole thing was uncovered, but I can say that very few families had any concern.

To me, I am a physician; my subjective feeling was that, well, he is no damn good, he is a homosexual; and I say no, because I feel that most of those kids who met their demise in a crawl space in the home of John Wayne Gacy were not deviates at all.

Mr. MURPHY. Of the 21, how many of them do you know reported their children missing in a timely fashion?

Dr. STEIN. As I mentioned, just about two that I have a record of, the Carroll family, a youngster 16 years of age, the family did not make any attempt to report him missing until after a month.

I just can't explain that.

Mr. MURPHY. You are saying only two of the 21 reported their children as missing in any reasonable time?

Dr. STEIN. With any concentrated effort.

Of course, the other, naturally—one family which really started the whole thing—three, I suppose.

Mr. MURPHY. Did you check into the family background of the one from Minnesota? They had one of the boys come down that you mentioned, Doctor.

Dr. STEIN. This I cannot do. That is out of my jurisdiction. Even here, I overstepped my bounds in interviewing families, but they came to my office. They wanted perhaps identification, sign papers for any little insurance that was present, but here you had a youngster who was an honor student, high school graduate, and he also lived with this minister in western Minnesota.

The story has it that he was straight. He visited different gay bars, and when he came to Chicago and some way or another he got into the hands of John Wayne Gacy, and he met his demise.

Yesterday, in the Sun Times, when you have a judge, by his own admission, saying, yes, he was paying juveniles to have a sexual relationship in Minneapolis, Minn.——

Mr. MURPHY. Mr. Daley, do you have a regular undercover squad now operating in your jurisdiction, operating to seek out——

Mr. DALEY. We make use of the Chicago Police Department, our own investigators. It is very involved—very frightening investigations.

The offenders are very violent; not the victims, but the adults are very violent. Irv Miller has in this one indictment, he worked very closely with about six Chicago police officers for a number of months.

Mr. MURPHY. Do you think you are making any headway? Chicago is a rather large metropolitan area.

Mr. DALEY. We think we are; we are concerned with the victim, the child. Our first priority is counseling, help for the child through the department of children, family services, and, second, incarcerate the offender. If he is a judge or anybody else, he has no excuse.

This is a violent crime, and many times it has been treated in the past not as a felony, and maybe they reduce it to a misdemeanor.

We are reorganizing in our office, and the misdemeanors which the person is appearing more in a misdemeanor court, which we think many times he should be in the felony court.

We believe in incarceration of that offender. In the past, many people would be reluctant to take that step, and I think it is necessary and, second, to help that victim, whether before or during, and if you have ever been involved in a criminal case, the victim many a time really becomes the offender through the use of the criminal system. That young child is going to be a witness in that case, and we have to work closely with that child for many, many months.

Mr. MURPHY. Do you have adequate services for the teenager in the Chicago area—rehabilitation, housing?

Mr. DALEY. The cutback of the Federal funds, various programs, I think there has to be more committed to these specific problems, more shelter care homes, more services for those victims.

We need more.

Mr. MURPHY. Dr. Greenberg, that leads to you.

You indicated that there has been a 72-percent cut?

Dr. GREENBERG. 72.5-percent cut.

Mr. MURPHY. In the funding for your center, the center you work with, is there any hope of getting any of the funding through the block grant process from the legislature in Illinois, or is that lost in the alleged transfer of funding?

Dr. GREENBERG. I think it is pretty lost.

Mr. MURPHY. Has the State increased funding within the past 12 months?

Dr. GREENBERG. The major source of funding for services to children and families, or children who have been sexually victimized, the department of social family services—the funds available for them have also been curtailed.

I must say with a certain degree of appreciation, and with frustration, that I would hope for more. The department has been more than fair with us. They have not cut back funds to our program. As a matter of fact, there is some increase. Some of the sexually abused treatment funds, a small amount from NCCAN, has been given back.

When Federal dollars were two for every one being spent by the State, without preparation you suddenly pull that out and at the same time that the States are having their own cash-flow problems, it really just puts programs on the verge of collapse, and it is not that these programs were so heavily endowed to begin with.

It is not that there was a lot of fast or a luxurious effort at this. When that happens, it really is very demoralizing to staff, families, everyone. I don't see how, in conscience, the Federal effort in this area could possibly have been curtailed when it has been so minimal to begin with.

The total amount of money—I believe there are some people in the audience who work for HHS, but the total amount of money for 1 year in treatment training, training of people in social services or mental health fields, how to interview a child, the total amount for the year was $1 million for the entire country.

We are left with $220,000 to be divided among five centers to carry out treatment training.

Well, that is truly absurd, and each one covers a great deal of geography to do that, so I am very upset, outraged, and at the same time hopeful that, of being here, it might contribute somewhat to efforts toward reinstituting that kind of deficiency.

Mr. MURPHY. We are getting big government off the backs of the pimps.

Mr. Erdahl?

Mr. ERDAHL. Thank you very much.

Dr. Greenberg, you indicated, very properly so, as we look back at the cutbacks from the Federal Government, we are either being naive or deceitful if we think they are going to be made up by the States.

Maybe this came up during my absence, but a couple of things that it seems to me we should be stressing, and whether it is the special arena of this committee or not, but it is our concern, try to have the prevention or education, or whatnot, to see that people don't get entrapped through these situations, and the other one would be the prosecution, conviction, and encarceration of the pimps.

In all of these case studies, that is the key person who was involved.

Mr. Daley, you are shaking your head. Maybe you could respond to that? What more could the local governments or somebody do to see that, first of all, if we could do something about preventing people from falling into these circumstances, helping them so they do not and then the prosecution and conviction of the pimps?

Mr. DALEY. Prevention is of the utmost; it has to be there, because what you are doing is preventing some child in some family situation of not getting into the situations that we are talking about.

It is very important, but once you cut it back, there are so many youngsters out there who just cross that line every day, even today, or tomorrow, or next week.

What I see as a prosecutor's role, I wish I did not have to prosecute certain types of cases; I wish they were not around, but we are making an effort to go after the pimp, and that is the key, go after the adult offender, and that is the key. It has been looked at

in the past as just, well, it is not as important. There is not a priority there.

The prevention is a priority with equalization on the indictment and the indictment and conviction is very important to the community at large to name the offender.

When a case goes to trial a year later, and you have that young child of 13 years of age with serious problems, and we have to present he or she as a witness, cross-examination is very, very difficult.

It is a difficult, very difficult case, and that is why we would hope that the Federal Government would get these connections, the pimps from other cities who are luring young girls or boys into a city for prostitution or pornography.

It is a billion-dollar industry, either one of them, and what they are hiding behind many a time is that victim, so we can't get the offender.

Mr. ERDAHL. What way do you think government units can go to get at the pimp? Stiffer sentences?

Mr. DALEY. More indictments by the Federal Government, Federal District Attorney.

We are working with our district attorney, Dan Webb, in a joint project with local State's attorneys as well as myself in working outcasts that the FBI and other Federal jurisdictions can handle.

The pornography is a serious problem, and we can't handle it on a local level. They have to come through with more indictments dealing with child pornography.

Mr. ERDAHL. Any other witness wish to comment?

Thank you very much.

Thank you, Mr. Chairman.

Mr. MURPHY. OK. I want to thank the panel very much, and we would be most interested in receiving any additional information or advice that you have. The members of this subcommittee are very aware of the necessity for Federal participation in this very serious problem, and we intend to pursue that.

Thank you very, very much.

The next panel of witnesses includes Mrs. Trudee Able-Peterson, Dr. Ann W. Burgess, and Ms. Joyce Thomas, and Frank Barnaba.

[Recess.]

Mr. MURPHY. Mrs. Able-Peterson, are you ready?

STATEMENT OF TRUDEE ABLE-PETERSON, NEW YORK, N.Y.

Ms. ABLE-PETERSON. Yes, I am.

Mr. MURPHY. Please proceed.

Ms. ABLE-PETERSON. Chairman Murphy, members of the committee, and interested persons, my name is Trudee Able-Peterson. For the past 6 years I have been working with issues of sexually exploited/victimized children. My work has included counseling, education, and consultancy. I have worked from coast to coast in America with most of the emphasis in the Midwest of America and the east coast.

I was a sexually abused child, a runaway, and finally, a prostitute. A victim survivor, as the clinicians have coined it.

I have been asked to testify regarding the numbers of runaways who get into the sex industry in our country. Because these chil-

dren slip beween the cracks of our systems, our society, it is impossible to make a totally accurate count. However, with poor services and severe funding cutbacks to aid these lost and desperate children, it is certain that even more runaway children will have to enter the sex industry to survive. To earn their food and shelter, which should be every child's inalienable right. Especially in a country like America, which is wealthy enough to feed and care for its children. Pimps, pedophiles and child pornographers are meeting the needs of the runaway children in our society.

In the past 6 years I have touched the lives of about 400 children in America. They come from Wisconsin farms, California beaches, and Washington ghettos. They are children, and they are ours. They are not sluts and whores, they are our kids.

In New York City caseload, over a period of about 3 years, 90 children, and 70 percent of my children had been sexually abused prior to running away, prior to prostitution; and it is learned victimization.

None of the children I have ever worked with have ever sought the life of a prostitute or like sleeping with men old enough to be their fathers and grandfathers.

Five percent of my caseload are dead. Like Heather, a child who was abandoned to institutional care at age 5 in California, they finally floated to the California streets at 13 when her needs had never been met, and they engaged in prostitution between California and Las Vegas between the ages of 13 to 16, and finally the tide swept her to New York City where she lived for a year on the New York City streets, engaged in prostitution, and after a year was found. The torso of her body was found in an abandoned parking lot, and her legs never to be found to bury with this child.

On one cold night in December on the steets of New York City, I counted 35 boys beween the ages approximately of 12 and 18 in a one-block radius. How many percent constitute enough for us to act in their behalf? A hundred, a thousand, a million, or one like Heather that we can never help again?

In conversations with my coworkers across the Nation who work with children in the same capacity, we feel that if 1.2 million children, national run away figures, do run away, which probably is a very small estimate, then at least a quarter, at least a quarter of those children resort to prostitution to survive, which robs them of their future, of their hope and often of their lives.

From personal experience, prostitution is a devastating and degrading experience. Prostitution and pornography alienates human beings, and makes objects out of people. It is like being disconnected parts of a body, breasts, legs, arms, genitals that yearn to be held and widen the rift between men and women. This experience makes children feel worthless, and dirty.

We do not have the special long-term care needed to help heal these children. The facilities that exist are very minimal, and often only crisis intervention which only puts Band-Aids on large bleeding wounds.

Recently I spent a week in a correctional institution, Lincoln Hills in Wisconsin, where I lived with and worked with the staff and children there. It is a lock-up facility, kind of a last stop for kids in Wisconsin. After I gave my first general assembly, one-fifth

of the children at Lincoln Hills asked to see me personally regarding sexual abuse. About one-half of those children had entered prostitution while on the run.

It does not just occur in New York City, Los Angeles, Washington, Chicago. There is a problem with juvenile prostitution in Racine, Wis., in Oklahoma City; and a friend of mine who works for the Minneapolis Youth Division program in Minneapolis, Nancy Hite, says there are presently 300 girls selling their bodies on the streets of Minneapolis, some of them as young as 11 and 12.

When Judge Reineke in Lancaster, Wis., can determine that a 5-year-old rape victim is provocative and promiscuous, it does not surprise me we casually buy the bodies of 11-year-old children.

Instead of nurturing our children, we now worship and adore youth. The deeper roots of child prostitution is in the value projected by our culture. How many children this year will die so as not to bear witness to a deranged stranger's orgasm before we say no, no more. We must refuse the pedophile, the trick, the porno profiteer access to our children's bodies and lives. We are adults in a society grown ugly in its crimes against its children.

We cannot afford to "mind our own business" where our children are forced and coerced to live in Sodom and Gomorrah. Please, all of you, help stop this social cancer.

[Prepared statement of Trudee Able-Peterson follows:]

PREPARED STATEMENT OF TRUDEE ABLE-PETERSON, NEW YORK, N.Y.

Chairman Murphy, Members of the Committee, and interested persons, my name is Trudee Able-Peterson. For the past six years I have been working with issues of sexually exploited/victimized children. My work has included counseling, education, and consultancy. I have worked from Coast to Coast in America with most of the emphasis in the midwest of America and the East Coast.

I was a sexually abused child, a runaway, and finally, a prostitute. A victim survivor, as the clinicians have coined it.

I have been asked to testify regarding the numbers of runaways who get into the sex industry in our country.

Because these children slip between the cracks of our systems, our society, it is impossible to make a totally accurate count. However, with poor services, and severe funding cutbacks to aid these lost and desperate children, it is certain that even more runaway children will have to enter the sex industry to survive. To earn their food and shelter, which should be every child's inalienable right. Especially in a country like America, which is wealthy enough to feed and care for its children.

But, as it stands, the pimps, pedophiles, and child pornographers are meeting the needs of the runaway children in our society.

In the six years that I have worked with runaway youth, I have touched directly on the lives of some four hundred children. These are kids from Wisconsin farms, California beaches, and Washington ghettos. They are not sluts or whores, but children, our children. Our American boys and girls.

Of my N.Y.C. caseload over a period of three years, about 90 kids, 70 percent were sexually abused in the home prior to prostitution. It is learned victimization. None of the children ran away to seek the life of a prostitute. In fact, I've never met a kid who enjoyed sex with a partner old enough to be father, or grandfather.

Five percent of my caseload, are dead. One who took her own life when it was too miserable to bear, the rest, brutally murdered by their customers.

Like Heather, placed in orphanages and foster homes from age five on. Finally, never having had her needs met, she ran to the California streets, looking for a better life than the cold institutions. She began to sell herself to eat. She drifted between the Los Angeles and Vegas streets between the ages of thirteen and sixteen until finally the tide swept her to Times Square. After a year on N.Y.C.'s dirty streets as a home for this youngster, she was found in an abandoned parking lot, her throat slit and her legs missing.

On a cold December night last Christmas Holiday, I counted 35 boys between the ages of twelve and eighteen in a one block radius. Boys waiting to sell their precious bodies to the next Christmas trick.

How many numbers and percentages of children constitute *enough* for us to act in their behalf? A hundred, five thousand, one million? One, like Heather, whom we can never help again?

In conversation with my co-workers across the nation, they too have a caseload of fifty, or ninety. If a million point two children run away each year (probably a low estimate), then my co-workers and I feel that at least a quarter of these children end up as victims in the sex industry. Which literally or figuratively robs them of future, of hope, and of their lives.

From a personal experience, I can tell you that the prostitution experience is a devastating and degrading one. Prostitution and pronography alienates human beings, makes objects out of people. One who is involved in either, is only so many parts of a disconnected body; legs-arms-breasts-genitals. Its not a whole person. Being an object hurts all of us and widens the rift between men and women.

This experience, as does sexual abuse of any kind makes kids feel worthless and dirty. Given this incredibly low self-esteem, these youngsters need a special kind of care in order to ever heal from such a degrading lifestyle. This kind of special care does not exist in a long term form as it is needed.

When I recently worked in a correctional school in Central Wisconsin, one-fifth of the school's population, (male and female), came to me for counseling regarding sexual abuse, about one half of those children had turned to prostitution while on the run.

This sordid lifestyle for children doesn't just go on in N.Y.C., Chicago, L.A. and Washington, D.C., Racine, Wisconsin and Oklahoma City, Oklahoma have a problem with juvenile prostitution. A friend and co-worker, Nancy Hite, of Minneapolis Youth Division Program tells me that there are about 300 girls (underage) working the Minneapolis streets, some as young as eleven and twelve.

With the attitude of Judge William Reineke of Lancaster, Wisconsin, who recently called a five year old rape victim provocative and promiscous, it hardly suprises me that we so casually buy the bodies of eleven and twelve year olds.

Instead of nuturing our children, the defenseless bearers of our species, we now worship and adore youth. Perhaps this has led to our children seeming sexually accessible. While children are painted and posed in seductive commercials, the message is, they're ready. They're not of course, emotionally or physically.

How many children this year will die so as not to bear witness to a dangerous and deranged stranger's orgasm, before we say, "No More!"

We must refuse the pedophile, the trick, the porno profiteer access to our children's bodies, our children's lives.

We are the adults in a society grown ugly in its crimes against its children, you and I. We alone can stop what we have allowed ourselves to become.

We cannot afford to "mind our own business," while these young victims, our children, are forced and coerced to live in Sodom and Gomorrah. Please, all of you, help to stop this pervasive social cancer.

Mr. ERDAHL. Thank you very much.

Ms. Burgess, you may proceed.

Mr. Murphy will be back as soon as he can, but obviously your testimony will be part of the record, and he suggested we proceed and we should do that.

STATEMENT OF ANN W. BURGESS, PH. D., ASSOCIATE DIRECTOR, NURSING RESEARCH, HEALTH HOSPITALS, BOSTON, MASS.

Ms. BURGESS. Good morning. My name is Ann Burgess, associate director of Nursing Research at Boston City Hospital. I appreciate being invited to present testimony to the House Subcommittee on Select Education for the following reasons:

One. The use of children in pornography as a form of sexual exploitation is becoming more visible as Federal agents and local law enforcement focus their investigations to that area. Also, as health and mental health clinicians are sensitized to the problem they are

detecting new cases of sexual abuse in which photographs are being used in combination with the adult-child sexual activity.

I will be showing some of the photographs that were seized through law enforcement that as part of a Federal grant from the National Center on Child Abuse and Neglect, I have been able to work with the Federal agencies, Postal, Customs and FBI.

Two. The second point is that the clinical data on violence as a form of child abuse and sexual victimization indicates the potential that former victims will become aggressors and/or victimizers themselves as adults. Our clinical data on children who have been victims of child sex rings indicate that they become high risk candidates for the next level of child victimization, youth prostitution.

Three. Children and their families are in serious need of services once there is disclosure of the sexual exploitation. However there are several barriers to accomplishing this goal. First, the news of the exploitation may come as such a shock that families decide to move and thus are lost to follow-up. There is social stigma surrounding this type of sexual exploitation of children.

Second, the full investigation of these cases may be impossible since there is danger to the safety of the child if sexual activity between adult and child is part of the exploitation. Thus, the suspect is arrested before complete information on the nature of the operation is gathered.

Third, there has been little emphasis in the curriculums of mental health clinicians on child sexual victimization and thus, services may be incomplete due to lack of training in this area.

Fourth, research has just been supported for this type of child exploitation and there is the need for additional study as to treatment methods. One method we have found useful at Boston City Hospital is the use of childrens' drawings in the diagnoses of suspected sexual abuse and for the treatment over time of the child who has disclosed the sexual exploitation.

Four. There is a link between the use of adult pornography and/or erotica in enticing the children for use in pornography. The adult pictures are used as initiation for the child-adult activities and scenes.

I would like to demonstrate some of these points. The first slide is from a seized commercial magazine imported from Denmark, and much of the beginning pictures are just of the child in full, in a bathing suit; fully clothed, if you will.

The second is another where they start into some of the undressing of the child. This is, sorry it is in backwards, it is an album cover called "Virgin Killer." It is sold openly in the record stores in Boston. It is by a rock group, the Scorpions, and as you can see, that is a nude, roughly 10-year-old child in which there is broken glass through it so it looks as though the genitalia is being damaged.

These are from a personal collection from a child pornographer that was arrested and convicted in the Northeast area, and many of these pictures are like what you will see in the ones that are commercially used. Many of the seized photographs are very similar from each collection.

There is a great patterning, if you will, of the type of child that seems to be—now, here is the child in which the adult is starting

to sexually abuse the child, and the child is taking the picture. There is the child going into the next stage, which he now, he repeats the activity to the adult.

There you have now pairing in which two boys are told to act together. This was a ring that was one of the rings in the study in the Revere area, and we have the linkage to the youth prostitution rings in which 24 men were indicted and one case did go to trial.

The only person that went to trial was this particular defendant. He was found guilty.

This is a case in which there was no conviction. The pornography charges were dismissed, a husband and wife, and they had used their children as well as other children, and they pleaded to a misdemeanor and the other charge was dropped.

This is an interesting case in Rhode Island in which, posing as a very rich man, would approach fathers to let their daughters come with him and go around to learn social skills, and he was called the "Millionaire and the Children." And this was a case where the fathers permitted their young daughters to accompany this man.

Notice how similar, these were the children that he had with him and they had been collected from around the country. This will demonstrate how children will imitate. This is a boy and a girl in a series of pornography pictures, and she is looking at a commercial pornography book and imitating everything that is in the picture. The magazine is there and they are imitating what the adults are doing.

Again, OK, the next set is from a California case on which we are doing follow-up on the children involved. This is a ring in which, letter tapes were used, and we do have some of the tapes. I want to demonstrate the bondage. There is more, request more bondage, and even though the boy is smiling you see the simulated scars on his abdomen. And in the next phase you see him in another pose, use of things to insert into various body openings.

And in this case was the suspect of a murder of a child. He committed suicide, but he would go to the local dance studios and videotape the cases.

The last series is cases of children who will draw the sexual abuse. This is a little 9-year-old who went to camp, was abused by the camp counselor, was so upset and couldn't even continue in school in September, and came into the hospital.

This is the first drawing he makes, and notice how this little boy feminizes himself. The gender confusion is very clear on these drawings.

This was the camp cabin where the children stayed, and the next picture shows all of the molester, who is the counselor, and the children. And notice the hands up, the more helpless victimizing kind of component to all of the drawings.

Here he is drawing the counselor and the large mouth, and these were the areas that were used to abuse the little boy. And there he is in recovery phase where you see some integration, not as much focus is on sexual, and within a 3-month period he had recovered to our satisfaction.

This is a 4-year-old child who draws anatomically correct, who if had not been victimized, would not be drawing those lower two portions.

This is a picture, this is how the offender appeared to the child, the uncle.

This is a 7-year-old who when we said, "What is that on that offender's eye?" he said, "That's the black eye I had given him." He had not, but in the drawing he was able to get the aggression out at how he felt against this particular offender.

This is a child drawing the offender. Note the teeth, the very scary aspect in which oral activity had been used.

This is a 10-year-old, who was a good drawer, and was tricked into having an examination for a job he wanted by his brother's best friend, and he is sodomized on that table. He drew it, and you can see the expression on his face and the offender. Note how big he appears when in reality in court he was really not a very big person.

The next drawing is, he drew a lot of Snoopys and he has a bull's eye on the doghouse, which represented to this little boy being sodomized. And until he started to recover his drawings all had the bull's eye on his Snoopy doghouse.

This is a picture he drew of how blind and stupid he felt that he had been tricked, and he felt so terrible. And this is the drawing he drew of this blind person.

Here are some of his dream material: monsters in his dreams and how terrorized he was by this.

The next drawing shows, as he saw the defendant, and the next drawing is how he saw himself, which, if you notice, the shading to the genital areas is what most of the children do. He said, "Wally goofed up." He felt so stupid for what had happened, which is the blame, the self-guilt.

Here is again a later Snoopy. He still has the bull's eye on the doghouse. And here is the monster in his dreams that comes to get him, a very scary figure.

Here he is defending himself. Notice all of the weapons, and the armor, and the locking around the pelvic area to insure that nothing happens to him.

Here he is with weapons. Look at the sores many young boys will draw, and they are protective types of drawings, and he has very good detail.

The last one should be Snoopy without the bull's eye.

Thank you.

In closing, I would say our main findings at this point from our study is that child pornography does link to other social problems, and drugs and alcohol are frequently used to make the child nonresistive to being photographed, and it is a form of child abuse, an important dynamic in the pedophile.

It allows the continuation of the fantasies. Photographs serve a number of purposes for the pedophile. From a psychological point, the photo provides content for his fantasies (erotic) with children. The photo never grows up and thus he can continue his fantasy with a child of many years previous. He can add the photos to his collection—an important feature to child pornography collectors. And, the obvious social motive the photo can serve to control the child and force the child to keep the sexual activity secret—it is blackmail.

Clinical observation of the children involved in sex ring crimes—where all children know sex is part of the group membership—indicates that when an adult becomes sexually involved with a child there are risks of this involvement adversely affecting the child's development in a number of ways.

The child is prematurely introduced into adult sexuality and may have difficulty synchronizing the physical, emotional, and psychological dimensions of this experience. The result may be that the child can perform physiologically but not respond emotionally in the sexual sphere and the sexual activity either becomes separated and completely isolated from feeling.

The child may be programed to use sex to acquire recognition, attention and validation as well as to satisfy other nonsexual needs. The child may learn that sex is something that is basically improper and needs to be cloaked in secrecy. As the child matures he or she ultimately realizes that she/he has been betrayed by someone that was trusted and has been taken advantage of without regard for the impact such victimization can have.

The psychological trauma experienced by the child is expressed as post-traumatic stress disorder, chronic type. Of the children followed one through three years after the disclosure of the sexual abuse and pornography, many reported the following symptoms: sleep disturbance--unable to fall asleep or early morning awakening—recurring nightmares; irritability and "temper tantrums," and intrusive thoughts about the experience.

Child pornography cases investigated through the postal department indicated customers had a preference for male children. Also, the most common request was for prepubescent children, and that suggests boys and girls are at equal risk for sexual victimization.

[Prepared statement of Ann Burgess follows:]

PREPARED STATEMENT OF ANN W. BURGESS, R.N., D.N.Sc., ASSOCIATE DIRECTOR OF NURSING RESEARCH, HEALTH AND HOSPITALS, BOSTON, MASS.

I appreciate being invited to present testimony to the House Subcommittee on Select Education for the following reasons:

1. The use of children in pornography as a form of sexual exploitation is becoming more visible as federal agents and local law enforcement focus their investigations to that area. Also, as health and mental health clinicians are sensitized to the problem they are detecting new cases of sexual abuse in which photographs are being used in combination with the adult-child sexual activity.

2. The clinical data on violence as a form of child abuse and sexual victimization indicates the potential that former victims will become aggressors and/or victimizers themselves as adults. Our clinical data on children who have been victims of child sex rings indicate that they become high risk candidates for the next level of child victimization, youth prostitution.

3. Children and their families are in serious need of services once there is disclosure of the sexual exploitation. However, there are several barriers to accomplishing this goal. First, the news of the exploitation may come as such a shock that families decide to move and thus are lost to follow-up. There is social stigma surrounding this type of sexual exploitation of children. Second, the full investigation of these cases may be impossible since there is danger to the safety of the child if sexual activity between adult and child is part of the exploitation. Thus, the suspect is arrested before complete information on the nature of the operation is gathered. Third, there has been little emphasis in the curriculums of mental health clinicians on child sexual victimization and thus, services may be incompiete due to lack of training in this area. Fourth, research has just been supported for this type of child exploitation and there is the need for additional study as to treatment methods. One method we have found useful at Boston City Hospital is the use of childrens' draw-

ings in the diagnosis of suspected sexual abuse and for the treatment over-time of the child who has disclosed the sexual exploitation.

4. There is a link between the use of adult pornography and/or erotica in enticing the children for use in pornography. The adult pictures are used as imitation for the child-adult activities and scenes.

Research on the Use of Children in Pornography

BACKGROUND

The 1978 amendments to the Child Abuse Prevention and Treatment Act expanded the definition of child abuse and neglect to include the sexual exploitation of children, defined in Section 5(b)(3) as follows: " 'sexual abuse' includes the obscene or pornographic photographing, filming or depiction of children for commericial purposes . . ."

The National Center on Child Abuse and Neglect, while noting there was no reliable data on the magnitude of this problem, found it clear from anecdotal evidence and surveys of pornographic periodic literature and films, as well as from testimony before Congressional hearings, that the problem was significant in its dimensions, especially in certain metropolitan areas of the country. Thus, to begin to address appropriate and effective interventions into this problem, they requested research proposals to gain a better understanding.

The research effort was viewed as a first step toward increasing recognition and understanding of the problem of the use of children in pornography. The original focus of the research was intended to be entirely on the "child" victim. However, as a result of public comment by researchers in this field and an increased awareness of the nature of the child pornography industry since the time the research project was conceived, the National Center decided to broaden the scope of investigation for the project to permit the study of perpetrators and consumers of child pornography along with the children who are their subjects. Although the National Center is ultimately interested in the prevention and remediation of children victimized by the pornographic industry, rather than in the criminal prosecution of perpetrators, the scope of the research was broadened in recognition of (1) the difficulty in gaining access to any large sized population of persons involved in this secret underground industry, let alone the child subjects; (2) the identities and locations of children involved are sometimes only available through cooperation of the perpetrators and/or consumers who have been taken into custody; and (3) all components of the child pornography system are potentially useful avenues of study and investigation which can result in access to other parts of the system. Therefore, although the National Center preferred a primary focus of the project be on the characteristics of child subjects, the circumstance surrounding their involvement and the effects on their growth and development, it encouraged researchers to explore any alternative approaches which might ultimately result in better access to child victims.

RESEARCH PROJECT

In 1980, the Department of Health and Human Services, Office of Human Development Services funded the proposal, "Research on the Use of Children in Pornography" with Ann W. Burgess as principal investigator. This project was exploratory research focusing on methodology development regarding the study of the child victims, the perpetrators and the consumers of child pornography. This project was designed as a first step toward increasing recognition and understanding of the problem of the use of children in pornography. The project constituted a "field-initiated" model and utilized consultants from various geographic areas to develop a task force. There were federal agencies represented (5 special agents with the FBI, 1 special agent with the Customs Department, and 3 inspectors from the Postal Department); three detectives with law enforcement (Los Angeles, Indianapolis and Boston), a forensic psychologist and director of a sex offender treatment program at a maximum security prison, a forensic psychiatrist, 2 psychiatric nurses, a Paulist priest, a research methodologist and research assistants. Monthly meetings were held during the first year of the project in order to establish an information network on the phenomena of child sex rings and the production of pornography within these rings. Information was pooled on case studies of particular rings as well as an analysis of types of cases coming under federal jurisdiction.

The accomplishments of the first year of the project included the following: development of three questionnaires (one for law enforcement on the number of child pornography cases investigated, one for the collector of child pornography, and one for follow-up of the children identified in the sex rings); a preliminary typology for

classifying pornographic materials; and the distribution of the questionnaire to the target populations identified.

Preliminary findings

The second year of the study involves data analysis. The findings will address the six major areas of inquiry which include:

1. What are the characteristics of the children, consumers and perpetrators of child pornography, and what are the circumstances and conditions associated with its promulgation?

2. Are there different types or levels of operation in the child pornography industry; and, if so, what are those differences and similarities and how do they get developed (e.g., professional commercial business, amateur personal use, national or local child pornography rings)?

3. If there are organized rings of adults and children involved in the business of child pornography, what can be learned about the origin, prevention and remediation of these rings? What is the nature of the subculture of child pornography; how do the linkages between its participants get developed; how do its perpetrators acquire and maintain access to children?

4. How is child pornography related to other social problems such as substance abuse, violence, juvenile delinquency, running away, and other forms of child maltreatment?

5. What proportion of children involved in child pornography are also victims of other forms of child sexual abuse, such as incest and juvenile prostitution. What proportion of this population constitutes sexual minority youth (young homosexuals, bisexuals, transexuals, and transvestites), and how, if at all, are their gender identity and/or social service needs related to their victimization?

6. What specific events and/or conditions precede the involvement of particular children or groups of children in pornography; are there particular avenues or entry points whereby children become involved in the pornographic network; what are the family histories and/or significant relationships of these children and/or consumers of pornography?

Law enforcement questionnaire: Preliminary results

These preliminary statistics are from law enforcement files since the enactment of the 1977 statute and include data from 1978 to 1981.

Indiana.—Out of 235 reporting precincts—better than two-thirds of all precincts—there were 37 investigations in child pornography. Of the 37 cases, 23 involved photographs of boys, 15 involved photographs of girls; 1 reported movies of boys and 3 reported movies of girls; there was 1 case each involving video tapes of boys and of girls; and 4 cases each of magazines involving boys and of girls.

Of 114 reported cases of child prostitution involving 140 children, 66 were males and 74 were females. The youngest boy was age 8 and two cases involved a one year old girl.

The following is a case illustrating distribution of child pornography:

On June 2, 1980 a man was arrested in a rural county by local authorities in connection with the charges of (1) Sunday liquor sales, (2) possession of stolen property, and (3) distribution of child pornography. A few months prior to the arrest, one of the investigating officers received a report from several people around town of illegal Sunday liquor sales, all being conducted by the subject. The officer did some checking with a few unidentified sources and found that the subject was in fact selling large quantities of alcoholic beverages from his residence.

The officer then began going over to the subject's residence on Sundays in his police car and observed people going into the residence empty-handed and coming out carrying paper bags and some holding cases of beer. After further investigation a search warrant and arrest warrants were issued. Besides large quantities of liquor, a large amount of suspected stolen properties were confiscated—tools, saws, drills, 3 C.B. radios and other items. the officer was making a final search of the building when he came across a magazine, in a box with what appeared to be a picture of a young child on it, titled "Little Girls." After opening the magazine, he observed pictures of young girls under the age of 16 in the nude with suggestive titles and captions under the pictures. In another cabinet, there were large amounts of pornographic magazines, several being hard core and depicting acts of sexual intercourse, etc. The subject told the officer that he buys and sells them all the time and did not know of any law that said he couldn't.

Illinois.—Out of 167 reporting precincts, there were 28 reported investigations in child pornography. Of the 28 cases, 12 each involved photographs of boys and photographs of girls; 8 reported movies of boys and 4 reported movies of girls; 3 reported

95-189 O - 82 - 7

video tapes of boys and 1 reported video tapes of girls; 5 reported magazines of boys and 4 reported magazines of girls.

Of 167 reported cases of child prostitution involving 179 children, 84 cases involved boys and 95 cases involved girls. The youngest boy was age 8 and the youngest girl was age 12.

New England.—Out of 299 reporting precincts, there were 32 investigations in child pornography. Of the 32 cases, 19 involved photographs of boys and 14 involved photographs of girls; 2 reported movies of boys and 3 reported movies of girls; there were no video tapes reported; 7 reported magazines of boys and 5 reported magazines of girls.

Out of 362 reported cases of child prostitution involving 896 children, 701 were makes and 195 were girls. The youngest boy was age 9 and the youngest girl was age 9.

The law enforcement agencies report a predominance of personal use of the child pornography by the offenders arrested. The statistics range from as little as 52 percent personal use in Indiana cases to 68 percent personal use cases in Illinois to 63 percent personal use in New England cases.

The following case illustrates a non-commercial operation.

On August 22, 1980, a white 49-year-old male was arrested and charged with Providing Obscene Matters and Performance Before Minors and Contributing to the Delinquency of a Minor. The subject's occupation was Director of Special Events at a youth center. Previous to that, on August 21st, a woman filed a formal complaint, stating that her daughter and two nieces attended the center which was a dance and acrobat school. She related that the girls told her of the subject's taking polaroid pictures of them, sitting on a couch, showing their private areas and while they were clothed in see thru tube tops. Prior to that, they were shadow dancing, i.e., dancing behind a white, hanging sheet.

After the subject took the pictures of the girls on the couch, he told them he was going to take a "sexy" picture. He removed their fringe G-strings and then took a picture of them again. He showed it to them and told them not to tell their parents about it. In all, a total of five pictures were taken. Two of the girls were 12 and the other was 10.

On the same date, another complaint was filed by parents of three other girls who were friends of the first three children. They had been attending the center for three weeks and stated that the subject told them he would make them movie stars. The new victims also stated that they would dance, not being taught any steps or movements, and that the subject would judge them on their "sexiness." He would then award a prize—some sort of ceramic item.

The girls also had pictures taken—some while they were dressing up in their costumes and others while they were undressing. The victims all stated that the subject greeted them with a kiss on the side of the head and then a tap on their bottom. Subject also told these girls not to tell their parents about the pictures and that if they didn't perform his dance routine, he would kick them out of the school. The three girls' ages were 8, 10 and 11.

A search warrant was issued and when the officers arrived at the premises, the subject denied the existence of photos of young girls. However, he later relented and took the photos from a cardboard box located in the closet. The following properties were seized: 87 color instant photos, all depicting young females in various stages of undress; 1 book of nude photos titled, "Sisters"; 1 book of nude photo entitled "Dreams of a Young Girl"; 3 Playboy magazines; 23 miscellaneous magazines containing nude photos; 8 photostatic copies of nude photos; 1 "Jack O'Lantern" containing 25 pairs of girls' panties and 18 dance costumes.

After the search, other parents were able to identify their daughters from the photos that were seized. It was discovered that there were more than 24 victims.

The offender had a list of "selected work accomplishments" which included being a cultural and art director for a nationally known organization; entertainment chairman of a community festival; director of two cultural festivals; junior miss contest judge; bicentennial chairman; recreation and art director of a summer program and an art and drama instructor.

On January 30, 1981, the subject appeared in court and was found guilty of the first charge but the second charge was dismissed. He was sentenced to one year in a county jail.

Postal Department survey

The Boston office of the Postal Department conducted a survey of cases prosecuted involving the mails and child pornography. Of the 73 cases reviewed, 40 (55 percent) were classified as commercial and 33 (45 percent) classified as personal use.

Forty-five cases were prosecuted at the state level and 26 cases at the federal level and one at both levels. Of cases with data, 57 men pleaded guilty and 14 pleaded not guilty. Court decision was guilty in 64 cases, 7 were dismissed, 1 deferred, 1 still pending and two men suicided prior to verdict. In terms of sentencing, of 60 cases with data, 38 (63 percent) were given probation and 22 (37 percent) ordered to serve a number of years (7 serving 1–2 years; 12 serving 2–5 years; one each serving 10 and 20). The strongest sentence was 20 years and the offender served 18 months before being paroled.

The age of the offenders ranged from 20 to 70 with the mean age 43. There were a wide range of occupations with 22 being classified as white collar; 11 as skilled; 9 as professional; 8 an unskilled; 7 as blue collar; and 8 as other.

Out of 64 cases with data, 37 involved pornography of male children; 17 cases included both male and female children and 10 cases involved female children. Out of 63 cases with data, 32 (50.7 percent involved pre-pubescent children, 22 (34.9 percent) involved pubescent children and 9 (14.2 percent) involved both age ranges.

Investigations of mailings of child pornography may often include other agencies. The following is such a case:

On July, 1980, a travel agent who was a citizen from England, was sentenced in New York State Supreme Court for promoting sexual performance by a child. He was given a conditional discharge and deported to England by the Immigration and Naturalization Service. The joint investigation by Postal Inspectors, U.S. Customs, the American Society for the Prevention of Cruelty to Children and the New York police, stemmed from information provided by an undercover west coast detective who advised that the man wanted a source who would produce child pornography slides on a large scale. He had been identified as a source of material for another child pornographer who had been arrested by Postal Inspectors.

BARRIERS TO INVESTIGATION

It has been brought to our attention that one barrier to investigations in child pornography is the priority issue of the safety of the child. Out of 44 cases with data, 12 (27 percent) had a known previous sexual offense against a child. It is not unusual for an investigation to be terminated because the children were at risk of further abuse. The following is one such case.

A junior high school teacher in Michigan was arraigned and entered a guilty plea to Michigan state charges of criminal sexual conduct. Postal inspectors had been investigating the man for selling and distributing child pornography by mail, when information developed indicated he was allegedly molesting children and immediate action was required to protect the children who were his targets. The offender is presently on a $30,000 cash bond pending sentencing which will be set following a pre-sentence investigation.

There are several findings that can be stated from the study at this point.

1. Child pornography can link to other social problems. In several of the rings under study, drugs and/or alcohol were used to make the child non-resistive to being photographed. The following case is one such example. The boy was interviewed three years after the ring was disclosed. His quotes also identify his sexual preference for males.

"I was age 10 when I first met the man—met his through a friend who was my age. I had seen other kids with him—thought nothing was wrong. He stopped and asked me to ride in his car with him. I did—other kids were in the car. I felt nervous at first when he asked me to come to his apartment alone. Felt uncomfortable taking off my clothes—hesitated –he said everybody did it. The sex was weird—first time for me—but it was pleasurable. I had to do it to him. Later he said he wanted me do it with two people he knew—said I was very good at it and I'd be paid $5."

He is 16 now. Told me he has customers now. They take polaroid pictures. He does S&M in leather; chains around the neck; cock ring; leather vest. They all have their favorite positions—flex the muscle, have an erection, ear shots, face shots. He is on all drugs possible. He started drugs to do the sex and the photographs. He can now do nude shots without drugs but needs drugs to do the S&M.

He talks easily about sexuality. He started liking sex with males about a year ago. Definitely knows he is gay now. He has had all types of sex with males—beatings, ropes; group sex. He has a long encounter with the law: arson, malicious damage to cars, stolen car; B&E; disorderly conduct; disturbing the peace; receiving stolen property. He does not live at home. His family is very concerned and has tried to help him. He carries a knife to protect himself. He has had VD of the throat, penis and rectum four times this year.

I asked his about the man who started him into this. He said that if that never happened, my whole life would be different. I think I would be a normal 16 year old in school and dating girls. The man should be dead; he should get the electric chair."

2. The use of children in pornography is a form of child abuse and an important dynamic in the motivation of pedophile. Photographs serve a number of purposes for the pedophile. From a psychological point, the photo provides content for his fantasies (erotic) with children. The photo never "grows up" and thus he can continue his fantasy with a child of many years previous. He can add the photos to his collection—an important feature to child pornography collectors And, the obvious social motive, the photo can serve to control the child and force the child to keep the sexual activity secret—it is blackmail.

3. Clinical observation of the children involved in sex ring crimes (where all children know sex is part of the group membership) indicates that when an adult becomes sexually involved with a child there are risks of this involvement adversely affecting the child's development in a number of ways. The child is prematurely introduced into adult sexuality and may have difficulty synchronizing the physical, emotional, and psychological dimensions of this experience. The result may be that the child can perform physiologically but not respond emotionally in the sexual sphere and the sexual activity either becomes separated and completely isolated from feeling. The child may be programmed to use sex to acquire recognition, attention and validation as well as to satisfy other non-sexual needs. The child may learn that sex is something that is basically improper and needs to be cloaked in secrecy. As the child matures he or she ultimately realized that s/he has been betrayed by someone that was trusted and has been taken advantage of without regard for the impact such victimization can have.

4. The psychological trauma experienced by the child is expressed as post-traumatic stress disorder, chronic type. Of the children followed 1-3 years after the disclosure of the sexual abuse and pornography, many reported the following symptoms: sleep disturbance (unable to fall asleep or early morning awakening); recurring nightmares; irritability and "temper tantrums", and intrusive thoughts about the experience.

5. Child pornography cases investigated through the postal department indicated customers and a preference for male children. Also, the most common request was for pre-pubescent children.

RECOMMENDATIONS

1. Legislation be written to provide for treatment of the sexually victimized child. Linkages could be formalized at the management levels between those federal agencies who investigate (e.g., FBI Postal Inspection, and Customs) and prosecute sex crimes against children and their families. This linkage has been successfully implemented during this grant project.

2. Legislation is needed to permit judges to order offenders to make restitution to their child victms, e.g., payment for the counseling services necessary.

3. A data base needs to be compiled on violators of the obsenity statues in order to better understand their methods of operation and organization. Such a data base could be derived from the 73 cases completed through the Postal Service survey by interview of the offender and the data analysis of the entire case. This study would be a beginning step toward developing profile characteristics of violators.

4. Follow-up study of the children used in pornography and prostitution as one method to further refine intervention techniques for the child victims.

Mr. MURPHY. Thank you very much.

Dr. Burgess, I am sorry I had to charge out, but I had a vote in another committee, and I had to be recorded on that bill.

Ms. Joyce Thomas, the Director of Child Protection Center, Special Unit at Children's Hospital here in Washington.

Doctor?

STATEMENT OF JOYCE THOMAS, DIRECTOR, CHILD PROTECTION CENTER, CHILDREN'S HOSPITAL, WASHINGTON, D.C.

Ms. THOMAS. I am the director of the Child Protection Center, Special Unit at Children's Hospital. I am a service provider in-

volved in providing specialized services to children with special needs.

Before providing specific comments, I wish to thank Congressman Murphy and the members of the Subcommittee on Select Education for the invitation to present my concerns on behalf of a group of children who often become lost and forgotten in this society.

The problem of commercial sexual exploitation of children and children engaged in prostitution is one which exists in every urban and in most rural communities throughout this country. I am delighted to have this opportunity, as this subject is of particular concern to me in my role as a service provider and an advocate for sexually-abused children.

To begin, some brief background information may be helpful in defining our oritentation as a specialized program concerned and involved in public issues relating to children. The Child Protection Center Special Unit is a multi-faceted program designed to tackle the problems of sexual victimization of children by a combination of approaches. The program is located here in Washington, D.C.

We provide comprehensive client services which include medical, mental health and social service assistance to children who are victims of sexual abuse and molestation.

We began this program in 1978 and have since provided a variety of services to children, parents, professionals and community groups.

We provide mental health and social services, social therapy to juveniles who have been sexually victimizing younger children.

In addition, we have created and taught elementary school curriculum designed to help avoid situations of potential sexual victimization. We are heavily engaged in training professionals in the medical, mental health, social services and law enforcement and legal systems to enhance sensitivity and competent intervention on behalf of sexually-victimized children, and we are engaged in advocating for the rights of children to be protected from harm, to be treated humanely by all persons and institutions.

To date, we have provided service to over 1,500 sexually-abused children, and the combination of our efforts in service delivery, research and education has resulted in the designation of the Special Unit as an exemplary program by the National Institutes of Justice, and recognition of CPC-SU as a model program by the National Organization for Victim Assistance and the District of Columbia Medical Society.

The continuation of our program and similar type programs are under the constant threat of loss of funds and reduction of service. We were receiving from the NCCAN—for services to adolescents who were offenders of young children—these funds were discontinued due to cuts in funds and other priorities of the National Center.

We are deeply concerned about the problem of children involved in any type of sexual exploitation. Child prostitution is seen and defined in broad terms to include any involvement of children under the age of majority—in Washington, D.C., under 16 years—in sexual acts for reward or financial gain with adults or other minors when no force is present.

It may involve bribery or coercion as a mode to induce compliance, or the child may be involved in open solicitation. It involves the element of payment usually in money, but often in drugs, gifts, clothing, food or other items.

I have been aware of parents who have actually been involved in the "sex-for-sale" industry involving very young children in sexual acts with adults.

Many of these situations come to the CPC-SU by accident. One such situation involved a 10-year-old girl who was brought to the Children's hospital emergency room. She was accompanied by a detective of the Sex Offense Branch of the D.C. Metropolitan Police Department. The police were notified by the child's maternal aunt when it was disclosed that the child had been involved in sexual acts with an adult male who lived in the neighborhood.

According to the child, she went to this person to obtain "some money" for her mother who was hospitalized in a mental institution. The man agreed to give the child money in exchange for sexual favors, which included vaginal penetration, oral and anal sodomy.

The situation was discovered when an older sister discovered that the child had possession of large sums of money. It was uncovered that the sexual victimization has been going on for over a 1-year period of time. The offender was arrested, and he pleaded guilty to indecent acts with a minor.

This child had a number of emotional and behavioral problems. In addition, she developed gynocological problems and was hospitalized at another facility for a complete evaluation and treatment.

As the story unfolded, it was disclosed that this was a case of child prostitution which involved a highly vulnerable child and an unstable home environment.

It is important to stress at this point that this case is not unusual in that many sexually-victimized children are coerced to engage in sexual acts for money and other rewards. Of the cases known to CPC-SU, it was determined that about 20 percent of the male victims and 15.5 percent of the females indicated that they were bribed in some way to participate in the sexual act.

According to Sharon Satterfield, a physician from the University of Minnesota Medical School, 65- to 70-percent of juvenile prostitutes have been sexually abused in childhood.

Dr. Satterfield's statistics are based on research conducted in the program in human sexuality at the University of Minnesota. In work with juvenile prostitutes at a residential treatment center, it was determined that nearly 100 percent of the residents had been child-abuse victims; approximately 70 percent had been victims of sexual abuse.

In a community study done in the Twin Cities—Minneapolis-St. Paul—it was found that 65 percent of another population of 60 juvenile prostitutes reported a history of child sexual abuse.

In comparing juvenile prostitutes with other delinquent females, Dr. Satterfield found that the former exhibited significantly more psychiatric pathology.

Federal legislation on juvenile prostitutes assumes that the children are always under the sway of a pimp or similar coconspira-

tors. This is not always the case. Sexually abused children are at higher risk to become juvenile prostitutes.

Even though they may be reactive measures, early case identification, crisis intervention services and other mental health treatment of sexually abused children is a crucial point to assess juveniles at risk. One can hope that as successes in dealing with child victims continue and public awareness of issues of pornography and other forms of sexual exploitation improves, this will have a positive effect in reducing the incidence of juvenile prostitution.

Finally, simple changes in the Federal statutes, particularly Public Law 95-225, which deals with the Protection of Children Against Sexual Exploitation Act of 1977, harsher penalties for offenders, consumer reactions, improved treatment programs for children, are crucial again to the importance of eliminating this social problem.

We must begin to construct more models to educate children to protect themselves, and to prevent further victimization.

Thank you.

Mr. MURPHY. Thank you very much.

The last witness is Mr. Frank Barnaba, investigator of the State of Connecticut.

STATEMENT OF FRANK BARNABA, PAUL & LISA, WESTBROOK, CONN.

Mr. BARNABA. Thank you, Mr. Chairman.

I don't have too much prepared, because this was such short notice, but we run a new agency in Connecticut, and I thought it would be very important that you hear what we have found in the last year, and we are a private agency directed at educating children on the perils of running away to various communities throughout the United States.

We have started in the State of Connecticut on the school level, the church level, and the community level, and what we have experienced in the past several months has been startling to us.

What we thought we were doing were educating children about what is out there in the big cities when you run away to them, as far as the sex industry was concerned.

Instead, while we are doing that in stopping many children from running, we are using a film produced by WMAQ-NBC in Chicago, which is an outstanding film on child prostitution. We found a startling number of children involved in rural communities in child prostitution, and three within the last 2 weeks.

The children were all from backgrounds, very wealthy families, very well educated people, no abuse of any kind in these families.

It appears in all three of these cases, young men from various cities had come into the community.

We cannot mention names here, because this case is still active. This young fellow drifted into a community in Connecticut, a very wealthy community, and made friends with this young lady's parents, and with a school teacher in the town, and said that he had been treated very harshly by society and that he could not get a job, and things were very difficult for him to exist, and he was looking for a family.

Well, they, in turn, felt sorry for him, found him a job, and he said he still could not make ends meet. They moved him into their home. Within the next 9 months this fellow had not only sexually abused the school teacher's daughter, but also the family's daughter that he had moved in with, who is 13 years of age.

During this 9 months he taught this child everything there was to know about sex. He got caught and went to Florida.

The first thing he did, of course, he called on this young lady, and she immediately left home, ran away and joined him in the Jacksonville area.

During the next 5 days, this young lady prostituted a total of 10 to 15 tricks.

The first thing he told her was that he did not have a job, and that, remember all the things I taught you; now, let's put them to use and practice. She was picked up by the Jacksonville police, and they contacted us, and we got her back to Connecticut.

This happened on two other occasions within the last 2 months in communities less than 5,000, where young men have come into the area, made friends with the family, and taken the girl off into prostitution, either to Los Angeles, Boston, or New York.

This seems to be somewhat of a new trend that we are encountering.

Also, in these talks that we are giving in education programs, we are having many boys come forward to us that have been hitchhiking in the communities, and in the last month we have had 11 boys come forward, and they have said that while they have been hitchhiking in the Connecticut communities, men have offered them $50 and $100 for sexual favors or oral sex.

We had a youngster coming out of my local town the other day which shocked the school authorities. Sharon and I were waiting for him.

He said a gentleman stopped me out here on a road. He said, "I am running a house in a community called Clinton, Connecticut."

He said, "I have already got three boys, and I am interested in having a stable of at least 10 or 12 boys," so the boy was very frightened and did not answer him, and he said, "I will take good care of you. I will give you some good transportation. Instead of a bike, I will give you a motorcycle," to try to entice the child.

Not far from our community, we have uncovered and the State police are working on this, a sadomasochism ring involving youngsters 10, 12, 13 years of age, and another group of men running an enema club involving youngsters.

We feel the importance of education, it is strongly evident that a lot of these youngsters have had experience, but they have no one to tell, and a case in Rhode Island was mentioned, and if I remember correctly, not one of these kids said anything for about a year, a year and a half period, and there was well over 100 youngsters involved.

We get many youngsters telling us about incestuous situations, and they have had no one to talk to before.

There was a case in Boston, Mass., that I was helping a family get their child back, and I talked to the pimp, and he did not know who I was, and in a 20-minute conversation with the fellow, the first thing he said to me was, he said, well, you know things are a

lot easier now for us, especially with all these Federal cutbacks. We don't have to worry about anything anymore.

I thought that was quite a startling statement by this young fellow.

Another young lady that is a city girl, not a local girl, but I think to show you that what is happening to these children, I liken it to the Holocaust.

We have one youngster, a Puerto Rican girl from New York City, the New York police recommended her to us because they had no home.

She came to us and told us that she was turning 30 sadomasochism tricks a day for the underworld in New York City. She has documented this and involved heavily in cocaine.

She is 15 years of age, and the main reason she wanted to get out of this child prostitution situation was that she had turned a trick 2 months ago that completely revolted her that made her think, what is she doing, how soon will she be dead. She was paid the sum of $250 by a husband and wife sent there by somebody else to her apartment. They came with an 8-year-old boy. This boy was tied in shackles from the ceiling, and this young lady proceeded to whip this boy while the mother and father had intercourse.

This case is documented. It is a true, factual case; so, like I say, I did not have too much to prepare here, but I thought it would be good to present this so you can get some kind of an idea that this is not only a city problem, but appearing so much so in the rural areas.

Thank you very much.

Mr. MURPHY. Thank you very much.

Ms. Able-Peterson, have you had an opportunity to read the GAO report yet?

Their statement, the report, was entitled "A Problem of Unknown Magnitude," and you pretty well put it aptly when you said they are an unknown number. You used the figure, 1.2 million runaways; is that correct, nationwide?

Ms. ABLE-PETERSON. I feel it is a very low estimate.

Mr. MURPHY. Do you have a source for that statistic?

Ms. ABLE-PETERSON. Yes. That statistic is a Government statistic. I can find out exactly where you can get that.

Mr. MURPHY. If you would let us know, it seems to me from all of the testimony we have heard, not only today, but in prior hearings, that a great percentage of runaways are not reported?

Ms. ABLE-PETERSON. I would agree because some parents never report it, or they are neglectful and not concerned about their children being on the streets.

Mr. MURPHY. Do any of you have an idea of how many or what percentage of the runaways would not be reported by their parents or wards, or whoever is in charge of them?

Ms. ABLE-PETERSON. Again, these children, as I say, tend to slip through the cracks of our system and our societies, and it is very, very hard to count them. I participated in this. I testified this last summer, and I told them the same thing. How many do we need?

If 5 percent of my caseload are dead out of 90 children, how many do we need to count? All of the testimony today just tells me that we have a huge problem, and it is time that we really ad-

dressed the issue and started educating children at a very early age to protect themselves.

I think they would come forth more often. We have 10 percent sex education in our schools presently, I understand, in America.

I don't even call what I do in schools sex education. I call it health and safety. We need to tell children very small, hey, there are certain places nobody touches your body, and until we do that and take an honest look and talk about incest and child prostitution honestly, we are not going to change.

Mr. MURPHY. Have any of you had any connection with the child abuse centers, and is there some possibility in coordinating their efforts in getting an educational program into the elementary schools?

Ms. THOMAS. We are very concerned about the problem certainly because we see a large number of children here, and many of the complexities and concerns that we have, not only in dealing with the children, themselves, and the families, but in working with agencies, particularly when agencies are understaffed. We did undertake a program which was a pilot program this past year, working directly with the school system, and it has been working.

However, it is again an additional burden, activity for an already very small clinical service staff.

We have been working with four schools in the metropolitan area, and they have been highly received. We have utilized the materials that have been developed in other parts of the country, and one of the amazing things that we are finding is a number of these children are quite familiar with the issues of sexual abuse, and, therefore, we did feel we were at a point we could really impact some change in terms of the attitudes, and self-protection.

We only dealt with four schools in a school system that has close to 300 schools, and, even at that, we have no idea whether or not we will be able to repeat this very successful program because of funding cutbacks and staff fatigue in areas that we really need to be putting our energies, and we are constantly bombarded with numbers of cases and actual emergencies that require our priorities.

It is working, and I wish we could bottle it and distribute it, but it requires a lot more than talking about it. It requires some fiscal support.

Mr. MURPHY. Where does a child go now that is in the 7- to 8-year-old range, and they suffer? Where do they go in the communities? Do you have places they can report to other than the police? Most children will not run to the police.

Ms. THOMAS. Most of our children, particularly public awareness has made some impact, and we should certainly support that because many children at an early age do tell their parents. Not all children will, but some of the children are aware of the issues of self-protection, and we have found children coming forward to their parents, and we really support and encourage that, because many times it is very upsetting to families, and, therefore, there are some children who do go to their parents, and parents bring them to health facilities.

We need to do more.

Ms. BURGESS. I would add that there are two other groups that seem to be very important and helpful in the coordination of services.

One is law enforcement. In the Providence, Rhode Island area, they have a program through law enforcement that goes into the schools, and they encourage the children to either go to the school nurse or the school guidance counselor, because that is an area that children—almost all children—are at least in school. So that is a key area.

The second group is that the child does tell the parent, and the parent has a number of choices. The hospitals or some of the crisis centers are receiving increased reporting and are asking and looking for referral kinds of things. So we have some agencies in the community that can be responsive.

Of course, the problem is with the fiscal issue and support of these services to get into the professional services.

Ms. THOMAS. One of the most devastating aspects is the service provision, and particularly having professionals who are capable of handling it.

We have seen so many cases where children have come forward and come into the system, that we are not prepared for them, and these children have been institutionally abused by programs that are not adequately staffed and individuals who are using their own emotional level of dealing with the problem rather than a knowledge base and a firm basis of understanding how to be helpful.

It is a training problem. Some of the points that were alluded to this morning in terms of the need for continued training in the area of protective service workers and other individuals is crucial if we are going to begin to really impact positive change.

It does go to come forward, but there has to be something there.

Mr. BARNABA. We had a young lady from Minnesota, and she had been on the streets of New York since she was 16 years of age. It took me 2½ years to talk her into coming off the streets. Mrs. Able-Peterson helped me with that.

She lived at our home for a period of 1 year. Now she is getting her own apartment. During that year, the community opened its doors to this young lady, and it was a very beautiful thing, the churches, the doctors, counsellors, and it cost us about $7,000 for this young woman, but once she was given a stable family life and taught job skills, she is now an assistant manager in a large department store in the photography department, and a psychologist told me yesterday that she feels this young woman is perfectly cured and will never return to prostitution again.

With $7,000, we took a young lady that was on the streets for all those years, turning as many as 10 and 15 tricks a day, and helped her.

Ms. ABLE-PETERSON. I worked at Covenant House for 3 years with a specialist in juvenile prostitution, and while I was there, the only cases I was really able to be really effective with were children who had some family member to return to, perhaps a grandparent or aunt or uncle who would take them and let them begin again.

Those children who had to be referred on to group homes or institutions did not make it because they did not provide a special-

ized care for the sexually exploited child. They often became known as the house hole, as they coined it themselves, and did not feel that they fit in with other children. They need a special kind of care, a special place to be, and I think our attitudes in dealing with these children have to really change, and we have to know and see them as victims, not promiscuous, or Lolitas.

Mr. MURPHY. How about foster homes?

Ms. ABLE-PETERSON. Unfortunately, sir, I do not have a great deal of belief any more in the foster care systems. I know there have got to still be good foster care parents around, but that whole foster care system has to be looked at. I have three children in my home, and they are in my home because nobody else wants them, and I don't take any funds for those children, and there is a different message definitely.

If they have to get a part-time job and help out with their clothing, that is much different than waiting for a check. Maybe we have to really look at their system, because they go from abusive homes and are in abusive foster homes as well.

I really approve of the small group home setting, or very small institutional setting of perhaps 50 kids, but it is the kind of care you are going to give there, the kind of therapy and consciousness raising that these children need to breathe again. I know; I have come from the same environment, and the only issue really is that you don't feel good enough to be anything else, and that is how the children feel.

Mr. MURPHY. Mr. Erdahl?

Mr. ERDAHL. Dr. Burgess, what is the link between child prostitution and child pornography?

Ms. BURGESS. It seems to be more of a dynamic—you have to see whether it is being used for commercial purposes or personal use.

Mr. ERDAHL. I was thinking more of the commercial, a multibillion-dollar industry in this country; at least porn is.

Ms. BURGESS. Child pornography, we are not finding the huge amounts that have been reported, and we have been trying to look at the large cases that are coming into view—I think probably the most recent one on the West Coast, where there was claimed to be $500,000 a year profit for that particular operator.

It seems to be a very important dynamic in the pedophile and can be used either for his own purposes or as a collector, and the children are being exploited more in terms of the pictures and the use of it as blackmail, et cetera, than necessarily it being a huge profit.

Mr. ERDAHL. You make the distinction between what we might assume to be adult pornography and that industry which has different links with organized crime, than this area?

Ms. BURGESS. Child pornography is tied in with the collectors, and there is a lot of trading that goes on. A lot of it has the quality of what kids do, baseball cards, and so forth, and they trade their pictures back and forth. Sometimes they charge for it. Other times, not. It is really a subculture within the pedophile. Others prefer to have multiple victims when you get into the little rings, and that seems to be a variation in his operation methods.

Mr. ERDAHL. You also mentioned the terms vicious circle, that people who tend to be exploited, and we have seen this in other

areas, those people were often the people that were abused as children, in turn, became abusive parents.

Could you elaborate a bit further?

Ms. BURGESS. We see it a bit as the victimization circle. We have had it documented, 5-year-olds who have been victimized, themselves, and they will turn around and imitate that behavior even with a 3-year-old, always someone younger. Many juveniles are perpetrating their acts on 5-, 6-, 7-year-olds.

The people are just saying well, these are just young teenagers; there is nothing to it, he will outgrow it.

To fail to attend to the child victim who very often is male, we may pay a price at a later date in terms of how many become child molesters and rapists. That is being done with offender populations.

Ms. THOMAS. When we started our program about 4 years ago, we found that of the offenders, we had 56 percent of them were adolescent boys.

Mr. ERDAHL. These are the offenders.

Ms. THOMAS. We developed a program to look a little bit closer because we are a pediatric facility, and we have found that a number of these boys, we have a program that just lost its funding, but that program dealt with looking at how these boys got involved in sexual activities, and many of them had been sexually abused themselves, so we do have the numbers to substantiate the connection.

We see young boys, 7, 8 years old imitating the act with very small children. Thirty percent of our client population, 30 percent are male, which is very large, probably a lot larger if you think about it, but heretofore it has never been understood that that number of boys were victimized sexually.

Mr. ERDAHL. Mrs. Able-Peterson, the Minnesota connection is a term used. Do you know Mr. Palmquist, who was a policeman in Minnesota?

Ms. ABLE-PETERSON. Being from Minnesota, and having worked in Minnesota as a prostitute and now living in New York City, working with children on the Minnesota strip in New York City, I have a pretty clear picture of what that really is.

The term was brought out to address how many Scandinavian blond kids were on the avenue. In my experience, working for the past 5 years in New York City with kids, there is no more kids from Minnesota than there are from Virginia, and New Jersey, and Washington and Georgia.

It is just that the blonds tend to be identified as a Minnesotan.

Also, when we talk of children coming from Minnesota, we are not considering, also, that they run away first to Minneapolis, from Iowa, Wisconsin, because it tends to be a catch-all for children, because it is the largest city.

It is where I went to, myself, and I was a Wisconsin farm girl, so they are kind of a catch-all for the kids. I think it was a commercially-coined phrase.

Mr. ERDAHL. You are saying that while there is a place in New York City, this term is used to describe a certain type of youngster; maybe some of them come from Minnesota, but they could come from any other State?

Ms. ABLE-PETERSON. My largest amount of caseload was from New Jersey.

The suburbs were right there, although I have worked with children from all over the Nation.

Mr. ERDAHL. This whole area of prevention and prosecution of the pimps, this area must be well known to the district attorneys and everyone else. Do you think enough is being done to prosecute or convict the pimps? Are they involved in this operation up there?

Ms. ABLE-PETERSON. Most children cannot work the streets alone without the pimp, because pimps do not allow children to work the streets alone. The children call it pimp arrest, no handcuffs.

Mr. ERDAHL. I don't understand that.

Ms. ABLE-PETERSON. It is when the pimp gets a child, puts the child to work on the street and really does not allow the child any chance to run.

The pimp is watching the child while it is working constantly.

It will take 3 months sometimes for a kid to get a chance to spurt and run.

The pimp is watching his children all the time. They can't even run away.

I have seen children beaten so badly that I could not even recognize their face, and the pimp got a $200 fine, and when you drag a child through this extremely scary and humiliating testimony against a pimp, and then the child has no protection after they have done it, and then the pimp gets a $200 fine and the child's life is in danger.

We provide no protection for those children, only very minimal through the trial. They will maybe take them to a motel for a few days. I have seen kids discharged back to society with no protection from this pimp, who might blow her brains out.

Mr. ERDAHL. Go ahead, sir.

Mr. BARNABA. Something that has to be looked into, and it was mentioned here this morning, but it is becoming incredible.

As a matter of fact, I had seven severe cases this year—the sadomasochism aspect of the prostitution at this time. This youngster that went to Florida, she explained to us and her mother and father at the same time, while she turned an average of 10 tricks a day, she turned down 25 because these men wanted to spank her or beat her or tie her up in bondage.

We have had some children staying in our community that we brought in from New York that were beaten terribly in those situations.

Two of these young ladies were on the retarded scale.

There was a lady off the street that—she said you did not teach me how not to prostitution; it was the number of sadomasochism encounters that I am experiencing that is getting me out of the business, because I won't last another 6 months at this rate.

We have had children that are so badly beaten that it is indescribable.

Ms. ABLE-PETERSON. One of the reasons for this rise in sexual violence is that pornography makes objects out of us.

We are not human, behind the love object, we are just breasts, arms, legs, genitals, and because of that, it alienates us very much from other humans. We all resent objects.

Mr. ERDAHL. What, from your experience or awareness, is this link between teenage prostitution and pornography?

Ms. ABLE-PETERSON. In my experience, working with children, their customers often took pictures of them, also, as a matter of course, or for an extra 10, and that is most of the experience I have had with children being used in pornographic ways is just regular customers or new customers who will offer an extra 5 or 10, and they want to take a couple of Polaroids.

I would imagine that is shared in the same way and describes the pedophile sharing.

Mr. BURGESS. There is an increase in adult pornography in the S&M and in the photos.

If you do a constant analysis of what is going on in the adult pornography, because, therefore, so much of it is imitation, you see that done to the child, and the child is forced to imitate what is the adult interest, and that is very clearly the linkage.

Many of the children that we have seen or in the photographs, you will see the adult pornography in the background of what the child is trying to imitate.

Mr. ERDAHL. All of you and the other panels have stressed the need for adequate funding for lack of prevention.

Do you wish to share ways that we could try to prevent these situations from occurring in the first place? If we could do that rather than try to rescue a victim before it is too late, is it education in our schools, homes, churches?

Ms. ABLE-PETERSON. All of the above. We have to attack this problem from both ends, from the offender, and because often we are finding that they were abused, also, once, and the cycle has begun, and also from the prevention with schools, churches, communities.

It can't be just done in Congress. People have to care. We have to emphasize, prioritize, but in the meantime while we are tracking both ends, we can't forget the middle because those kids are dying from what we can't talk about, from what we can't face. Those children are dead.

Mr. BARNABA. I tend to agree with Trudee. She is absolutely correct. This is the way we should go.

It does not take a great deal of funding to put on an educational program.

We have had to beg, borrow and steal, being a private agency, of course. We have managed to do 50 presentations this year, and that includes all our equipment and filming, and everything else for a mere $10,000, and it really does not take a great deal of funding once you get the process going, just a lot of volunteers to help.

Ms. BURGESS. In terms of the education and the linking together of agencies, sometimes everybody can bring something together.

The Federal Government has referred to us for services.

The other point is that in the schools, and also in terms of identifying the high-risk person who in early infant-mother relationships, father relationships, and some of the teaching of parental skills, there is some work being done on that, and that correctional facilities, there be some type of program for the juvenile offender. That is the key. When we ask where are the programs for the juvenile offender, they say there are none.

Perhaps moneys within that system could be realigned, and we have got to put attention to that.

Mr. ERDAHL. Well, thank you very much, all of you, for your challenging presentations.

The hearing is adjourned.

[Whereupon, at 12:10 p.m., the subcommittee adjourned, to reconvene subject to the call of the Chair.]